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BUREAU OF LAND MANAGEMENT

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United States Department of the Interior

BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

SEP 17 1984

Memorandum

To: BLM Recipients of Budget Estimate Document

From: Chief, Office of Budget

Subject: Fiscal Year 1986 Budget Estimates

Enclosed, for your information, is a copy of the Fiscal Year (FY) 1986 Budget Estimates for the BLM, which have been submitted to the Office of Management and Budget (OMB).

You are reminded that this document and all other materials related to the decision process on FY 1986 budget requirements are not to be released or discussed outside the Bureau, except for normal coordination with other Federal Agencies directly affected by the budget. The longstanding Executive Branch policy as stated in OMB Circular A-11 is that the Budget Estimates are internal, administratively confidential working documents. The general policy is that Budget Estimates are not to be released to anyone outside of the Executive Branch until after the fiscal year to which they pertain has ended. Recipients of these documents are responsible for maintaining the confidentiality of the information contained in them.

As usual, the funding and staffing recommendations in the Budget Estimates reflect the Secretary's decisions and are subject to revision as the FY 1986 budget process continues. Changes in FY 1986 requirements may also result from Congressional decisions on the pending FY 1985 appropriations request.

Questions on the Budget Estimates, the budget development process, or confidentiality requirements should be addressed to me (343-3516) or to Dave Darby (343-4851).

Roger C. Hildebrand

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OMB's A-11

Responsibilities for Disclosure with Respect to the Budget

71.1. Agency testimony before and communications with Congress on budgetary matters.

In furnishing information on appropriations and budgetary matters, representatives of agencies should be aware of the limitations on such communications, including the limitation that:

> ". . . An officer or employee of an agency may submit to Congress or a committee of Congress an appropriations estimate or request, a request for an increase in that estimate or request, or a recommendation on meeting the financial needs of the Government only when requested by either House of Congress" (31 U.S.C. 1108(e)).

Furthermore, agency representatives should be aware of restrictions upon communications to influence legislation that are not conducted through proper official channels (18 U.S.C. 1913).

Following formal transmittal of the budget, an amendment, or a supplemental appropriation request, agency representatives will be guided by the following policies pertaining to budgetary matters when testifying before any congressional committee or communicating with Members of Congress.

(*a*) Witnesses will give frank and complete answers to all questions.

(*b*) Witnesses will avoid volunteering personal opinions that reflect positions inconsistent with the program or appropriation request the President has transmitted to the Congress.

(*c*) If statutory provisions exist for the direct submission of agency budget estimates to the Congress, witnesses will be prepared to explain both the agency submission and the request in the President's budget.

(*d*) In responding to specific questions on program and appropriation requests, witnesses will refrain from providing plans for the use of appropriations that exceed the President's request. Witnesses, typically, bear responsibility for the conduct of one or a few programs, whereas the President must weigh carefully all of the needs of the Federal Government, and compare them against each other and against the revenues available to meet such needs. Where appropriate, witnesses should call attention to this difference in scope of responsibility in explaining why it is not proper for them to support efforts to raise appropriations above the amounts requested by the President.

(*e*) Where there is a request for a written submission that will involve a statement of opinion relating to program and appropriation requests, witnesses will arrange for a reply to be provided through the head of the agency.

(*f*) Agency representatives should be careful that their communications are not perceived to be an "appropriations estimate or request . . . or an increase in that estimate or request. . . ." (31 U.S.C. 1108). Agency representatives are expected to support the President's budgetary decisions and seek adjustments to those decisions through established procedures for budget amendments or supplemental appropriation requests if the agency head determines such action to be necessary.

71.2. Clearance of changes in the President's budget.

The prohibition against submissions by agencies to Congress of estimates or requests for appropriations without the approval of the President or request of either House of Congress applies to changes in appropriation language and to changes in the limitations recommended in the budget. When an agency desires to propose such changes, written requests will be presented to the Office of Management and Budget (in accordance with the provisions of section 11.9).

When it is possible to reduce the amount of a request for appropriations before action has been taken by the Appropriations Committee of either House, the head of the agency will promptly inform the Office of Management and Budget. If significant changes are planned in the amount requested or the conditions pertaining to a program of the agency without changing proposed appropriation language contained in the budget on which Congress has been requested to act, the agency will inform the Office of Management and Budget. The Office of Management and Budget will inform the agency as to whether or not a formal transmittal of the change will be made. This procedure applies to appropriation requests, as well as to other estimates, e.g., business-type statements required by the Government Corporation Control Act.

Any decision by an agency head to request restoration of a reduction should be carefully considered, taking into account the reasons for the reduction, the circumstances under which it was made, its significance from the standpoint of the President's program, and other relevant factors.

71.3. Information available to the public.

An agency may disclose budgetary records of that agency, if otherwise appropriate, upon a request for such records pursuant to the Freedom

of Information Act (FOIA) following the end of the fiscal year to which such information pertains. Although it is not possible to determine merely by the generic category of records whether an agency would be authorized to withhold records requested under the FOIA in every instance, most budgetary documents of an agency that are subject to the FOIA should be exempt from mandatory release pursuant to the provisions of 5 U.S.C. 552(b)(5). An agency should not release such records prior to the expiration of the fiscal year to which such records pertain. Depending upon the nature of the record requested other exemptions to the FOIA may apply, or the release of records within 5 U.S.C. 552(b)(5) may be inappropriate even after the end of the fiscal year to which the records pertain. Agency heads will be held responsible for determining the proprietary of releases of records under the FOIA pertaining to budgetary matters.

Certain agencies headed by a collegial body may be required to hold their meetings open to public observation unless the agency properly determines that the matter to be discussed warrants the closing of those meetings for reasons enumerated in the Government in the Sunshine Act (Public Law 94-409). Some meetings covered by that Act may pertain to budgetary information discussed in this Circular. Although, as with the FOIA, it is not possible to determine merely by the generic category of such information whether such an agency would be authorized to close a particular meeting covered by the Government in the Sunshine Act, the premature disclosure of budgetary information may "be likely to significantly frustrate implementation of proposed agency action" (5 U.S.C. 552b(c)(9)(B) added by section 3(a) of Public Law 94-409). Furthermore, other exemptions from the open meeting requirements of the Act may apply. Such agencies will be held responsible for the propriety of determinations that would lead to the disclosure of this budgetary information.

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DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Fiscal Year 1986 Budget

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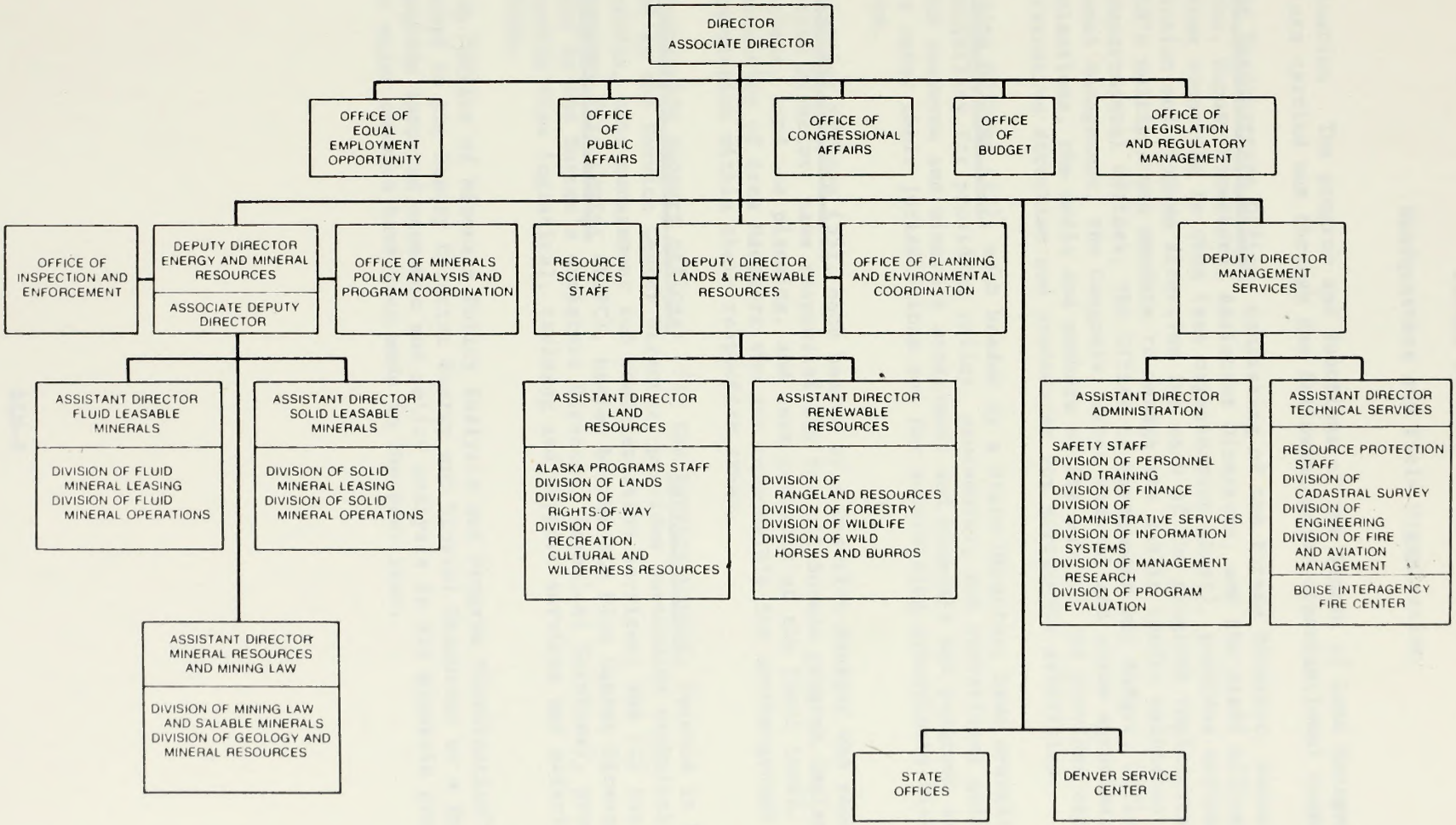
BUREAU OF LAND MANAGEMENT



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GENERAL

Bureau of Land Management

Headquarters and Field Organization

Organization The program and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

a) The Headquarters Office, consisting of the Bureau Director, Associate Director, Deputy Directors, Assistant Directors, and the staff offices and divisions reporting to them (see organization chart), provides national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the public lands; maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and state agencies, national orgranizations, the media and members of the public; and provides centralized administrative direction and procedures for Bureauwide activities.

b) State Offices (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management and minerals and programs within the states under their jurisdictions and for supervising subordinate District Offices.

c) District Offices (55), each headed by a District Manager who reports to the State Director, have responsibility for all Bureau program implementation, operations, land use planning, and user contacts at the local level, including the direction of Area Managers who are responsible for on-the-ground program implementation within their respective areas.

d) Bureauwide support offices: (1) the Service Center, located in Denver, headed by the Service Center Director, provides Bureauwide technical, scientific, data management and administrative services; and (2) the Boise Interagency Fire Center (BIFC), headed by the BLM Fire Center Director (who reports to the Bureau's Assistant Director, Technical Services), provides Bureauwide fire logistical, training and support services and aviation services.

e) An "Office of Minerals Policy Analysis and Program Coordination" has been attached to the Deputy Director Energy and Mineral Resources as a focal point to provide improved economic and policy analysis in all minerals programs. No other major changes have been made in the past year.

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General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the Bureau and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 USC 1731).

BLM is responsible for carrying out a full range of programs for the conservation, development and management of both surface and mineral resources on approximately 290 million acres of public lands located in 28 states, including at present 120 million acres in Alaska. This land estate constitutes about 14 percent of the total land surface of the United States. In addition, BLM administers mineral leasing and supervises minerals operations on the public lands, on Indian lands and on 370 million acres of mineral estate underlying other Federally-administered, State or private ownerships throughout the United States.

The Bureau's primary objective is to manage the public lands and their resources under the concept of multiple-use through attaining the best combination of uses that an area is capable of sustaining to provide maximum public benefit. Renewable resources are managed to recognize the Nation's needs for domestic sources of food, fiber, timber and wildlife on a sustained yield basis and to make significant contributions to national, regional and local economies which depend upon public land resources. Mineral resources are managed to provide a secure domestic source of energy and strategically important nonenergy minerals, to ensure orderly and timely development and to obtain fair market value return to the Federal Government. The public lands also provide many opportunities for human use and enjoyment through recreational, ecological, scientific, and other nonconsumptive activities. The BLM manages the public lands with these interests in mind as well as with concern for environmental protection, service to the public and provision for public involvement in the development of BLM plans, managerial considerations, and regulations.

Comparison of 1986 estimate with 1985 President's Budget:

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Estimate	Inc. (+) or Dec. (-)
Management of Lands and Resources	$	353,159	366,978	+13,819
	(FTE-T)	(8,587)	(8,517)	(-70)
Construction and Access	$	1,228	1,250	+22
	(FTE-T)	(31)	(31)	(---)

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		FY 1985 Pres. Budget	FY 1986 Estimate	Inc. (+) or Dec. (-)
Land Acquisition	$	---	600	+600
	(FTE-T)	(---)	(---)	(---)
Payments in Lieu of Taxes	$	105,000	105,000	---
	(FTE-T)	(1)	(1)	(---)
Oregon and California Grant Lands	$	49,747	50,574	+827
	(FTE-T)	(994)	(998)	(+4)
Range Improvements (Indefinite)	$	10,000	10,000	---
	(FTE-T)	(130)	(130)	(---)
Special Acquisition of Lands and Minerals (Borrowing Authority)	$	10,000	---	-10,000
	(FTE-T)	(---)	(---)	(---)
Recreation Development and Operation of Recreation Facilities	$	---	---	---
	(FTE-T	(---)	(---)	(---)
Service Charges, Deposits, and Forfeitures (Indefinite)	$	9,075	6,900	-2,175
	(FTE-T)	(65)	(45)	(-20)
Miscellaneous Trust Funds (Current, Indefinite)	$	100	100	---
	(FTE-T)	(---)	(---)	(---)
Total Appropriations Requested	$	538,309	541,402	+3,093
	(FTE-T)	(9,808)	(9,722)	(-86)
Permanent and Trust Funds				
Special Acquisition of Lands and Minerals (Borrowing Authority)	$	1,300	1,300	---
	(FTE-T)	(---)	(---)	(---)
Miscellaneous Permanent	$	75,730	74,950	-780
	(FTE-T)	(55)	(55)	(---)
Miscellaneous Trust Funds	$	600	600	---
	(FTE-T)	(16)	(16)	(---)
Subtotal	$	77,630	76,850	-780
	(FTE-T)	(71)	(71)	(---)
Other Accounts	$	---	---	---
	(FTE-T)	(225)	(200)	(-25)
Budget Authority, Total BLM	$	615,939	618,252	+2,313
	(FTE-T)	(10,104)	(9,993)	(-111)

Highlights of 1986 Request

The FY 1986 Budget Estimate for the Bureau of Land Management (BLM) is $618.3 million, an increase of $2.3 million from the FY 1985 President's Budget of $615.9 million. The estimate includes $74.9 million in Miscellaneous Permanent Appropriations, most of which are paid to States and counties, and $.6 million in Miscellaneous Trust Funds. This constitutes a combined decrease of $0.8 million from the FY 1985 level.

For operating funds and Payments in Lieu of Taxes (PILT) for which current appropriations are requested, the FY 1986 estimate is $541.4 million, an increase of $3.1 million from the FY 1985 President's Budget. The FY 1986 estimate also includes $1.3 million as an estimate of interest accured on the unused portion of bidding rights issued for acquisition of non-federal minerals in wilderness areas.

The major emphases in the FY 1986 Budget request are to protect and develop the significant mineral and renewable resources of the public lands which contribute to the Nation's economy and basic capital wealth as a source of energy supplies, critical solid minerals, water, timber, recreation and wildlife opportunities, land for public purposes, rights-of-way, and livestock grazing. The BLM directly contributes to the generation of over $1.5 billion in receipts to the Federal Treasury, a large portion of which is shared with State and local governments. A significant part of the Bureau's work is directed toward determining the best uses to be authorized for public lands and for securing fair market value for any lands or minerals sold.

In addition, special emphasis is given throughout the FY 1986 budget to the programmatic themes established by the Secretary. This includes priority to management of high value recreation areas, establishing new partnerships and cooperative endeavors in natural resources management, increased responsiveness and professionalism in managing Federal minerals, and continued improvements in agency management practices. Funding priority has also been placed on those programs which protect existing public investment in facilities and resource projects, respond to regional and local economic needs, and ensure both visitor and resource protection. The FY 1986 Budget Estimates also reflect the funding of new or enhanced programs to achieve important program objectives without increases in BLM's permanent workforce.

The changes between the FY 1985 President's Budget and the FY 1986 estimates for each appropriation are highlighted below:

Management of Lands and Resources

The FY 1986 request for the "Management of Lands and Resources" appropriation is $366.9 million, an increase of $13.8 million from the FY 1985 President's Budget.

Within this amount, an increase of $5.2 million in the energy and minerals management activity provides $0.6 million for increased workload associated with the following: issuing onshore oil and gas leases, making KGS determinations, processing post-lease actions,and intensifying minerals inspection and enforcement, including cooperative inspection agreements with States and Indian tribes. It also includes an additional $4.6 million to

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place greater emphasis on coal operations and to implement changes in coal leasing activities. In addition, funds are included to enhance the Bureau's energy/minerals economic and policy analysis capability, to improve and expedite review of industry plans required under surface management regulations and for coal drilling. Smaller funding changes are proposed to reflect lower levels of geothermal and oil shale activity.

The lands and realty management activity, including The Automated Land and Mineral Record System, continues at basically the same level as FY 1985. Minor funding adjustments reflect anticipated changes in workload, including an increase in state and private land exchanges.

The FY 1986 budget requests $94.7 million in the renewable resources management activity, an increase of $6.7 million. Priority continues to be given to regulatory changes and changes to administrative processes to improve and simplify program administration. Also, increased emphasis will be put on use of cooperative agreements, volunteers, and cost sharing programs to enhance management capabilities.

An increase of $0.6 million in forest management will provide for additional reforestation and precommercial thinning to reduce the backlog that has developed in recent years.

Increased funding for wild horse and burro management will reduce somewhat the population of wild horse and burro herds on the public rangeland and to provide for care of wild horses and burros held in corrals waiting for adoption.

An increase of $0.8 million for grazing management will be used for range improvement where completed EIS's and planning decisions have been made. Funding for the grazing management program will be concentrated on those allotments showing the investment return,to improve their condition and to monitor conditions and trends. By FY 1986, livestock operators will maintain all range improvements of which they are the primary beneficiary, completing the transfer of responsibility which was begun in FY 1983.

The $0.7 million increase in the soil, water and air program will be used for maintenance deferred in FY 1985 because of expenditures connected with repair of flood and earthquake damage to BLM facilities.

A small funding increase for wildlife habitat management is designed to take further advantage of voluntary and cooperative efforts for habitat improvement. State agencies and wildlife interest groups will be encouraged to contribute matching funds, labor, or materials for habitat improvement and maintenance.

A proposed $1.3 million increase in recreation management will be directed primarily to improved supervision of nationally designated areas, expanding implementation of the Bureau's special recreation permit policy, and additional law enforcement rangers pursuant to authority granted to BLM for areas similar to the California Desert requiring a law enforcement presence. The proposed budget provides for interim management of wilderness study areas and completing scheduled wilderness studies. A $.2 million increase in wilderness management will allow for initial activities associated with the management of newly designated wilderness areas, principally in Arizona.

A proposed increase of $2.0 million in fire management will provide for the Phase II implementation of the Initial Attack Management System (IAMS), which is designed to support the existing fire organization by reducing the number of fires burning more than 10 acres and, thereby, total acres burned and overall suppression costs. In addition, funds will be provided for fire weather and special forecast services that are no longer provided by the Department of Commerce.

The FY 1986 estimate maintains substantially the FY 1985 funding level for planning, data management, and cadastral surveys. In FY 1986, Alaska survey efforts will be concentrated on small inholdings and water body meanders within selected lands, a high cost but essential requirement for patent issuance. Many of the areas remaining to be surveyed are in areas of the state where climatic conditions and other factors cause a large increase in survey cost per acre. In the Lower-48 States, emphasis will be placed on surveys which support priority lands and minerals programs.

Within the technical services activity an increase of $1.0 million in resource protection will provide additional funds for cooperative agreements with local law enforcement agencies in support of a major effort toward the eradication of marijuana planted illegally on public lands. Building, recreation, and transportation maintenance will receive increases in order to better maintain the Government's investment in public facilities and to promote a safe environment for visitors and users of the public lands.

Uncontrollable fixed costs funded for bureauwide benefit will increase by $3.0 million in FY 1986, and this increase is included in the general administration activity. Otherwise, Bureawide administrative activities reflect a reduction of $1.8 million from projected management improvement savings.

Construction and Access

No funding is requested for new construction projects. The FY 1986 request of $1.3 million for the access program is limited to the purchase of easements to provide only that access necessary to get products to market and develop needed resources.

Land Acquisition

A request of $600,000 is made for FY 1986 from the Land and Water Conservation Fund. This funding will be directed toward acquisitions in the King Range National Conservation Area and along the Pacific Crest Trail.

Payments in Lieu of Taxes

Payments in Lieu of Taxes (PILT) will be fully funded at $105 million, which is the same amount as FY 1985.

Oregon and California Grant Lands (O&C)

The FY 1986 request for the "Oregon and California Grant Lands" appropriation is $50.6 million, an increase of $0.8 million over FY 1985.

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The BLM-administered O&C lands are highly productive forest lands in western Oregon. In FY 1986, the BLM plans to offer 1.160 billion board feet of timber for sale from all western Oregon lands and will perform reforestation, timber development and related resource management on these lands. The proposed increase provides for additional reforestation and site preparation to support increasing levels of timber harvest.

Range Improvements

The request for the Range Improvement appropriation is $10 million, the same as the FY 1985 level. The same appropriation language used in FY 1985 is proposed to conform with provisions in the Public Rangelands Improvement Act (PRIA), that the minimum appropriation for range improvements is to be $10 million regardless of receipts.

The grazing fee for the 1986 grazing year is projected to remain at $1.37 per animal unit month (AUM), with potential changes in the grazing fee not taking effect until FY 1987. This fee level will not generate receipts in either FY 1985 or FY 1986 in excess of the PRIA $10 million minimum. The present grazing fee formula was established by Congress in 1978 and currently is the subject of a joint BLM and Forest Service study the results of which will be reported to Congress in March of 1985.

Special Acquisition of Lands and Minerals (Borrowing Authority Permanent)

The FY 1986 estimate includes $1.3 million which represents interest on unexercised bidding rights issued for purchase of non-Federal coal deposits and other mineral interests and rights within and contiguous to the Rattlesnake National Recreation Area and Wilderness in Montana, pursuant to P.L. 96-476 as amended by P.L. 98-104.

Recreation Development and Operation of Recreation Facilities

Proposed language changes would make recreation user fees collected by BLM from use of its facilities and lands available for appropriation to BLM to operate and maintain its recreation facilities. Fees collected in FY 1986 would not become available until appropriated in FY 1987. Fees are presently deposited in the Land and Water Conservation Fund.

Service Charges, Deposits and Forfeitures

Under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976, administrative expenses and other costs related to processing applications for rights-of-way, other land use authorizations, conveyances of Federal mineral interests under private lands, adoption of wild horses and burros, and repair of damaged property can be recovered through service charges, deposits of funds, and forfeitures of performance bonds.

In FY 1985 procedures will be changed to allow BLM to recover more of the processing costs from the applicant for that group of oil and gas pipeline rights-of-way applications and permits which are estimated to cost less than $5,000 per application to process. In FY 1986, other rights-of-way under FLPMA will come under cost recovery provisions. Fewer major right-of-way applications are expected to be filed, however, an so an overall decrease of $1,700,000 is projected.

Miscellaneous Trust Funds

Section 307 of FLPMA authorizes the Bureau to accept contributions for costs of certain conveyances of omitted lands and for resource management projects, provided that the amounts are appropriated. The estimate for amounts requiring current appropriation is $100,000 for FY 1986. In addition, other contributions are permanently appropriated for resource improvement projects and land survey work.

Miscellaneous Permanent Appropriations

A number of statutes provide that a specified percentage of the revenues generated by the sale of public lands, mineral resources and surface resource products be shared with States or counties within which the revenue was generated. The amounts are permanently appropriated under the terms of these laws. In FY 1986, it is estimated that $63 million will be paid to States and counties under these appropriations. It is proposed that before the FY 1986 Justification is submitted to Congress, the permanent appropriations part of the account entitled "Special Acquisition of Lands and Minerals" be included in this category. The FY 1985 amount included initial issue bidding rights (i.e., authority to borrow) for acquisition of lands and interests in Rattlesnake National Recreation Area as well as accrued adjustments (i.e., interest). The FY 1986 amount includes only accrued adjustments.

Receipts

For FY 1986, the BLM will collect an estimated $271.1 million in receipts from sales of lands and vegetative products, grazing fees, timber sales and miscellaneous sources. This is an increase of $18.1 million over the estimated receipts of $253.6 million from these same sources in FY 1985. The biggest portion of this increase ($16.3 million) is from timber receipts in Western Oregon.

In addition, BLM activities contribute directly to the generation of in excess of $1 billion in additional receipts (bonuses, rents, royalties) connected with the leasing of onshore federal minerals. (These are now collected and disbursed by the Minerals Management Service).

Authorization

The authorizations enacted in P.L. 95-352 pursuant to Section 318 of the Federal Land Policy and Management Act of 1976, which covered most of the Bureau's programs, expired as of September 30, 1982. The Omnibus Reconciliation Act (P.L. 97-35) of 1981 authorized funding for BLM programs for FY 1982, FY 1983, and FY 1984. Therefore, current authorizations for appropriations expire as of September 30, 1984.

Certification

No funds were obligated in the past year for purposes prohibited by the Coastal Barrier Resources Act (P.L.97-348).

DEPARTMENT OF THE INTERIOR

BUDGET ACCOUNTS TABLE

BUREAU: Bureau of Land Management

Budget Authority and Outlays (in thousands of dollars)

Account and Functional Code	Budget Authority FY 1984 Enacted	Budget Authority FY 1985 Estimate	Budget Authority FY 1986 Estimate	Outlays FY 1984 Enacted	Outlays FY 1985 Estimate	Outlays FY 1986 Estimate
Federal Funds						
General and Special funds:						
Management of Lands and Resources....	371,526	353,040	366,978	381,593	351,393	365,143
Fire Supplemental.....	---	50,000 A/	---	---	50,000 A/	---
Construction and Access.....	3,070	1,228	1,250	2,780	2,261	2,700
Land Acquisition.....	6,201	---	600	1,113	1,305	3,672
Payments in Lieu of Taxes.....	105,000	105,000	105,000	105,000	105,000	105,000
Oregon and California Grant Lands....	51,536	49,747	50,574	53,268	50,991	50,074
Range Improvements.....	10,000	10,000	10,000	9,750	9,750	9,750
Special Acquisition Lands and Minerals.....	15,500	11,300	1,300	15,500	11,300	1,300
Recreation Development and Operations of Recreational Facilities.....	---	---	---	21	---	---
Service Charges, Deposits and Forfeitures.....	8,700	9,075	6,900	8,200	8,575	6,485
Permanent general and special fund appropriations:						
Miscellaneous Permanent Appropriations.....	57,923	75,730	74,950	57,723	75,530	74,750
Intragovernmental revolving funds and management funds:						
Working Capital Fund.....	---	---	---	-2,135	2,456	-832
Subtotal Federal Funds.....	629,456	665,120	617,552	632,813	668,561	618,042

A/ Supplemental under existing legislation.

BUREAU: Bureau of Land Management

Budget Authority and Outlays (cont.) (in thousands of dollars)

Account and Functional Code	Budget Authority FY 1984 Enacted	Budget Authority FY 1985 Estimate	Budget Authority FY 1986 Estimate	Outlays FY 1984 Enacted	Outlays FY 1985 Estimate	Outlays FY 1986 Estimate
Trust Funds						
Trust Funds:	700	700	700	700	700	700
TOTAL, FEDERAL AND TRUST FUNDS	630,156	665,820	618,252	633,513	669,261	618,742
Less: Offsetting receipts Proprietary.....	189,480	236,319	254,009	189,480	236,319	254,009
Net Budget Authority/Outlays	440,676	429,501	364,243	444,033	432,942	364,733

NOTE: In FY 1984 $38,239,000 Transferred from MLR BA to:

within BLM	500,000	Construction and Access
	310,000	Land Acquisition
outside BLM	1,000,000	Bureau of Mines
	4,350,000	Fish and Wildlife Service
	32,000,000	National Park Service
	79,000	Office of the Solicitor

In FY 1985 $353,040,000 MLR BA reflects
$119,000 transferred to
Office of the Solicitor

RECEIPTS

RECEIPTS

RECEIPTS BY SOURCE

The following table shows total actual receipts collected by the Bureau Land Management in Fiscal Years 1981, 1982 and 1983 and estimated receipts for Fiscal Years 1984, 1985 and 1986.

	Actual 1981	Actual 1982	Actual 1983	Estimate 1984	Estimate 1985	Estimate 1986
Sales, Public Land and Materials	$ 4,829,000	$ 3,599,000	$11,528,000	$ 15,500,000	$ 8,500,000	$ 8,500,000
Non-Competitive Filing Fees	43,831,000	107,500,000	86,175,000	12,300,000	63,800,000	63,800,000
Registration and Filing Fees	5,343,000	4,428,000	2,342,000	2,342,000	2,342,000	2,342,000
Mineral Leasing 1/	821,990,000	1,313,069,000	949,264,000	--- 2/	--- 2/	--- 2/
Grazing Fees	24,884,000	20,879,000	16,699,000	16,115,000	16,115,000	16,115,000
Right-of-way Rentals	588,000	1,299,000	1,942,000	1,942,000	1,942,000	1,942,000
Timber Sales	215,744,000	87,401,000	106,850,000	148,000,000	147,800,000	164,200,000
Recreation/Entrance Use Fees	441,000	513,000	587,000	600,000	600,000	700,000
Miscellaneous Receipts	23,764,000	91,597,000	12,778,000	10,882,000	12,417,000	14,027,000
TOTAL	1,141,444,000	1,630,285,000	1,188,165,000	207,681,000	253,516,000	271,626,000

1/ Includes mineral leasing receipts collected by BLM and transferred to other agencies.
2/ Functions transferred to Minerals Management Service in FY 1984.

MANAGEMENT OF
LANDS AND RESOURCES

Receipts by Source -- Description

1. Sale of Public Lands and Materials - This includes receipts from the sale of public lands and materials with the following exceptions:

   a. Receipts from sale of timber from the public domain;

   b. Receipts from sale of lands and materials from Oregon and California (O&C) and Coos Bay Wagon Road lands;

   c. Receipts from sale of lands and materials from Land Utilization project (LU) lands;

   d. Receipts from sale of lands and materials from Reclamation lands (reserved or withdrawn); and

   e. Receipts from sale of townsites in Reclamation projects.

This category includes receipts from normal land sales (including Burton - Santini Act), and from vegetative and mineral materials sales (unless elsewhere classified). The FY 1985 and FY 1986 estimates are based on anticipated receipts from sale of land and miscellaneous materials, including land to be offered for sale under the Burton-Santini Act.

2. Non-Competitive Filing Fees - Mineral leasing filing fees are included here. An estimated 63.8 in FY 1985 and FY 1986. The SIMO estimates are based on anticipated receipt of 850 thousand filings at $75 per filing.

3. Registration and Filing Fees - This category includes fees received for filing or recording documents. Also included are charges for registration of individuals, firms or products. In FY 1986 an estimated $2.3 million in registration fees will be collected. The registration fee estimate is based on historical data.

4. Mineral Leasing - This includes receipts (including bonuses, royalties, and rents) collected from leasing of oil and gas, coal, oil shale, geothermal, and other minerals on public lands and acquired lands administered under the Mineral Leasing Act (MLA) and Acquired Lands Leasing Act including LU lands and O&C lands although these receipts are not distributed under the MLA formulas.

   The Minerals Management Services has assumed responsibility for collection and distribution of mineral leasing royalty and rental receipts in FY 1984. BLM will continue to collect first-year rentals and inital bonuses for mineral leasing but will deposit these receipts into the MMS accounts.

5. Grazing Fees - Grazing receipts are collected in the following accounts:

a. Receipts from LU Lands, BLM. Includes receipts for grazing livestock on Land Utilization (LU) project lands acquired under the authority of the Bankhead - Jones Act of 1937 and transferred to the Department of the Interior by Executive Order (EO) 10787 and EO 10890 for administration by BLM under Section 15 of the Taylor Grazing Act.

b. Receipts from Grazing, etc., Public Lands Outside of Grazing Districts, BLM. Includes receipts collected from users of grazing lands outside BLM grazing districts:

o Receipts from public lands leased for grazing undar the authority of Section 15 of the Taylor Grazing Act (TGA) of 1934 and LU lands transferred to the Department of the Interior by Executive Orders 10046, 10234, and 10322 to be administered according to Section 15 of TGA;

o Receipts collected by other agencies under cooperative agreements; and

o Crossing fees and trespass collections for Section 15 lands.

Excludes grazing receipts from O&C and Coos Bay Wagon Road (CBWR) lands and LU lands transferred by Executive Orders 10787 and 10890 and receipts covered by other laws.

c. Receipts from Grazing, etc., Public Lands Within Grazing Districts, BLM. Includes grazing receipts from public lands within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934 and from grazing on LU lands transferred under EO 10787 and EO 10890, and crossing fees and trespass collections from Section 3 lands.

Grazing fees are based on the formula established in the Public Rangelands Improvement Act of 1978, The formula includes forage value index, private land lease rats, beef cattle prices and the price paid to ranchers for finished beef cattle. The grazing fee for the 1985-86 grazing year (March 1, 1985 to February 28, 1986) is $1.37 per animal unit month (AUM).

Range Improvements Fee, Taylor Grazing Act. Fifty percent of all receipts collected from Taylor Grazing Act Section 3 lands, Section 15 lands, and LU lands under BLM jurisdiction are allocated to the Range Improvements fund. As provided in the Taylor Grazing Act and Public Rangelands Improvement Act of 1978, when appropriated by Congress, these funds are available until expended for the construction, purchase and maintenance of range improvements.

Appropriations are made from receipts collected in the previous fiscal year.

6. Right-of-Way Rentals - Includes annual rental on right-of-way permits.

7. Timber Sales - Included are receipts from the sale of timber and other natural land products from the Oregon and California Grant Lands (O&C) and from Coos Bay Wagon Road lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, sale of townsites eithin reclamation projects, and from public domain timber sales. Estimates are based on historical data and anticipated changes in other factors affecting timber demand, such as housing construction.

Timber Receipts FY 1983 - 86

(dollars in thousands)

	Actual		Estimate	
	FY 1983	FY 1984	FY 1985	FY 1986
Oregon & California Grant Lands	$92,306	131,000	$130,000	145,000
Coos Bay Wagon Road	4,836	5,500	4,400	5,700
Public Domain -	7,585	11,500	13,400	15,500
	$104,727	148,000	$147,800	164,200

8. Recreation/Entrance Use Fees - This includes special recreation use fees. Fees are collected primarily from Off-Road Vehicle (ORV) events and from white water river rafting. The increased estimates result mainly from anticipated increases in fees charged by permittees.

9. Miscellaneous Receipts - This includes receipts not otherwise classified. There are three major categories of miscellaneous receipts:

   a. Rent of land (for grazing, commercial, industrial and residential purposes, camp sites);

   b. Revenues from special program services such as road user fees, right-of-way application processing fees, and wild horse and burro fees collected from adopters; and

   c. Fines, penalties and bond forfeitures.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1983

State	Mineral Lease and Permits	Forage Receipts Taylor Grazing Districts		Sale of Public Land and Materials	Other	Total
		Outside	Inside			
Alabama.....	379,222			660		379,882
Alaska.....	48,169,554			6,326		48,175,880
Arizona.....	4,294,975	128,468	103,078	2,681		4,529,202
Arkansas.....	579,454					579,454
California.....	35,829,205	139,976	31,840	35,329		36,036,350
Colorado.....	33,648,997	43,891	113,831	29,599		33,836,318
Florida.....	46,802			160		46,962
Idaho.....	4,436,244	35,108	283,970	12,351		4,677,673
Kansas.....	1,010,285	117				1,010,402
Louisiana.....	708,718					708,718
Michigan.....	69,916					69,916
Mississippi.....	7,419,425					7,419,425
Minnesota.....						87
Montana.....	18,488,530	167,266	171,302	9,240	579,662	19,416,000
Nebraska.....	258,917	1,167				260,084
Nevada.....	12,184,632	34,803	406,567	70,402		12,696,404
New Mexico.....	131,240,911	223,491	355,817	12,363	21,125	131,833,707
North Dakota.....	9,177,260	9,152				9,186,412
Oklahoma.....	2,024,918	326			5,543	2,030,787
Oregon.....	5,105,221	44,798	196,710	40,042,475 1/		45,389,195
South Dakota.....	1,525,838	64,118		961		1,590,917
Utah.....	36,162,287		238,732	14,672	1,610	36,417,301
Washington.....	823,438	26,588		13,397		863,423
Wisconsin.....				4		4
Wyoming.....	180,720,075	437,167	283,021	24,180		181,464,443
TOTAL	534,214,824	1,356,427	2,164,868	40,274,887	607,940	578,618,946

1/ Includes payments under the Oregon and California (O&C) Grant Lands Act and the Coos Bay Wagon Road Act for timber receipts.

MANAGEMENT OF
LANDS AND RESOURCES

Appropriation Summary Statement

Appropriation: Management of Lands and Resources

The Management of Lands and Resources appropriation, the largest of BLM's five major operating appropriations, provides for a variety of functions necessary to develop, manage, and protect the public lands and resources (both surface and mineral) under the Bureau's jurisdiction. These activities include energy and minerals management, lands and realty management, renewable resources management, planning and data management, cadastral survey, fire- fighting and rehabilitation, technical services, and general administration. The FY 1986 estimate is $366,978,000, an increase of $13,819,000 from the FY 1985 President's Budget.

1. Energy and Minerals Management includes the resource evaluation, leasing and supervision of Federal and Indian coal, oil and gas, geothermal resources, oil shale, tar sands and nonenergy minerals; the assessment of the environmental impacts of proposed minerals development; and the implementation of measures to mitigate any adverse environmental effects. By Secretarial Order No. 3087, of December 3, 1982, the Secretary transferred from the Minerals Management Service (MMS) to BLM all responsibilities for onshore mineral resource evaluation, regulation and lease supervision, consolidating all onshore minerals management functions into the BLM. All onshore minerals revenue and royalty management responsibilities were consolidated in MMS.

   Emphasis in FY 1986 will be on inspection and enforcement, lease operations, coal drilling, data collection, and supporting BIA and tribes in meeting the requirements of the Indian Mineral Development Act of 1982.

   A. Fluid Energy Minerals program includes oil and gas leasing and geothermal leasing activities. The program provides 2,000 additional post-lease inspection and enforcement actions, increases the effort devoted to implementation of cooperative agreements with States and Indian tribes, and classification actions. The Bureau is responsible for lease management of 17,700 Indian mineral leases in 15 States involving 51 tribes on 50 reservations. Anticipated level demand by industry for geothermal leases will reduce the Bureau effort in this area.

   B. Solid Energy Minerals program includes coal leasing and oil shale/tar sands leasing activities. In coal, responses to the Linowes Commission recommendations and to the need for greater emphasis on meeting federal responsibilities on existing mining operations have resulted in both a funding increase and a shift in emphasis in FY 1986. Coal drilling for additional information receives added emphasis. In the oil shale/tar sands program, a lack of private sector demand for Federal oil shale development results in reduced work in tract delination, NEPA review, and associated economic evaluations.

   C. Nonenergy Minerals provides for leasing of certain minerals such as phosphate, potash, and uranium; the sale of common variety minerals such as sand and gravel; and the administration of programs relating

to mining on the public lands, such as regulations to protect surface values from undue degradation, recordation of mining claims, and issuance of mineral patents. The number of reviews of mining "plans of operation" will increase. Funds are also included to provide enhanced economic and policy analysis capability to ensure that programs are cost effective and that fair market value is received by the government from mineral leasing.

2. Lands and Realty Management

A. The Realty Operations program in FY 1986 provides for the processing of all non-cost reimbursable applications for rights-of-way. Cost recovery through a fee schedule is being applied to smaller rights-of-way projects. Also, the program includes processing of land use authorizations, land tenure adjustments, and land disposal actions. Additional casework involves State Indemnity Selections, Desert Land Entries, Navajo-Hopi land settlement and others. FLPMA public land sales of an estimated 40,000 acres are scheduled in FY 1986. In Alaska, 2 million acres of Native conveyances, 3.4 million acres of State of Alaska conveyances and about 850 Native allotment parcels will be processed. The BLM's implementation of an automated land and mineral record system will be continued in FY 1986.

B. The FY 1986 Withdrawal Processing and Review program emphasizes review of other agency withdrawals; processing of new withdrawal applications, and reviewing waterpower withdrawals.

3. Renewable Resources Management includes forest management; range management; soil, water and air management; wildlife habitat management; recreation management; and fire management. These activities provide for the development, utilization, protection, and sustained yield management of the natural resources on the public lands.

A. The Forest Management program provides for the management, development, protection, and sustained yield of timber production on more than 2.1 million acres of public domain commercial forest land. The 1986 sales objective on lands outside western Oregon is 92 million board feet, with an estimated sale value of $12 million.

B. The Range Management program provides for the management of livestock grazing for 4.3 million cattle, sheep, and horses on about 170 million acres of public rangeland and for management of 49,000 wild horses and 11,000 wild burros on the public lands.

(1) Wild Horse and Burro Management ensures viable populations of healthy free-roaming wild horses and burros, control of populations to prevent deterioration of range conditions, and humane care and treatment of animals through an adoption and sale program.

(2) The Grazing Management program will continue to emphasize adherence to the court-ordered schedule for preparation of environmental impact statements (EIS's). In FY 1986, inventories in advance of EIS's will continue to decrease as the peak

workload is past. Monitoring will provide a data base for making supportable and equitable decisions and for evaluating progress in meeting resource management objectives. The program will continue to emphasize on-the-ground development of range improvements. To the extent feasible, improvements will incorporate private cost sharing in relation to private returns from the investments. Cooperative management agreements will be used to encourage private and other interests to contribute to prudent rangeland investments.

C. Soil, Water, and Air Management includes such activities as stabilizing soils; improving water quality through land treatment or development of facilities; maintaining structures and facilities; documenting and applying for water rights for public land uses; and gathering soil, water and air quality data necessary to make management decisions on grazing, timber, and energy development; hazardous waste inventory; and evaluating, ranking, and initiating cleanup action on the highest priority sites on public lands. Soil inventories will be adequate to meet the grazing EIS schedule and other high priorities. On-the-ground development will be targeted to correcting unsafe conditions and protecting human health and property, along with maintaining BLM facilities damaged by floods and earthquakes. Funding is also provided to file an estimated 1,800 water rights claims needed for program purposes.

D. Wildlife Habitat Management includes activities for the protection, management, and improvement of fish and wildlife habitats for all species dependent totally or partially on public lands for food and shelter; for cooperative management with other Federal and State wildlife agencies responsible for species management; and for the protection and management of habitat for threatened and endangered species of fish, wildlife, and plants. In addition funds are included to match contributions by State agencies and wildlife interest groups who are willing to contribute funds or donate labor or materials for habitat improvement and maintenance.

E. Recreation Management includes the activities that allow the public lands to be used for a wide variety of outdoor recreation purposes; the protection, interpretation, and management of historic and archaeological sites; and wilderness management.

(1) Cultural Resources Management focuses on protection, management and inventory of archaeological, cultural, paleontological and natural history resources on public lands. Emphasis will be on protection of the most valuable and critically threatened cultural, paleontological and natural history resources.

(2) Wilderness Management includes interim management on wilderness study areas, preparation of wilderness study reports and suitability recommendations, activity planning and management of designated wilderness areas, and coordination with the Geological Survey and Bureau of Mines on mineral surveys required by law.

(3) Recreation Resources Management focuses on 3 national conservation areas (including the California Desert), 1 national recreation area, over 150 areas where recreation use is heavily concentrated, 12 national wild and scenic rivers and 20 nationally designated trails. Less intensive management allows an equally significant amount of recreation to be provided on 52 rivers (over 4,000 miles) and on public lands. The Bureau will continue efforts to seek shared management transfer, or closure of recreation sites that are of greater significance locally than nationally.

F. Fire Management includes activities for developing fire techniques such as prescribed burning as a tool for resource management and for developing methods to prevent and suppress fires to minimize loss of resources from wildfires such as the Initial Attack Management System.

4. Planning and Data Management includes land use planning and automated data management.

A. Planning provides for the development of resource management plans to provide a basis for decisions for energy and mineral production, rangeland management, lands and realty actions, timber production, and wilderness studies, as well as to resolve conflicts involving wildlife habitat, recreation, cultural resources, and other natural resources.

B. The Data Management program also supports Bureau programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data required for all aspects of the Bureau's programs, including both administration and natural resource management. This program provides essential ADP support to the implementation of the Bureau's Automated Land and Mineral Record System.

5. The Cadastral Survey program includes the identification of land boundaries and legal property descriptions to facilitate both BLM's land management programs and the needs of other Federal land-managing agencies.

A. In Alaska, surveys are performed on lands selected by the State for transfer under the Alaska Statehood Act, for Native townsites, Native allotments, and entitlements under the Alaska Native Claims Settlement Act, and other special purposes. The FY 1986 program for Alaska will enable BLM to conduct surveys on 30,000 acres of Native selections, 30,000 acres of State selections, and 460 Native allotment parcels. The Alaska program for FY 1986 will focus on surveying inholdings and water body meanders.

B. Surveys in the Other States identify land boundaries that are prerequisite to resource management activities and decisions. This primarily involves resurveys to reestablish boundaries and obliterated boundary markers. Emphasis will be placed on highest priority surveys needed in support of energy and minerals development programs, forestry operations, and realty program efforts.

6. The Firefighting and Rehabilitation program includes activities for protecting public lands and their natural resources and other values from loss or depletion due to wildfires. Since firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other disasters, they vary from year to year. Funding to cover total firefighting and rehabilitation expenditures is requested through a supplemental appropriation.

7. The Technical Services program includes resource protection, maintenance, and engineering services.

   A. The Resource Protection program provides for the enforcement of laws and regulations governing primarily the protection of public lands through cooperative agreements with State, local, and Federal law enforcement agencies; Federal special agents, and a uniformed ranger force in the California Desert. In FY 1986, the Bureau will begin a concentrated effort on marijuana detection, control and eradication.

   B. The Maintenance and Engineering Services program provides essential maintenance and engineering services to other Bureau programs. Maintenance includes activities for the care and upkeep of BLM facilities, such as buildings, roads, trails, and recreation sites. The primary objectives are to protect the public's investment in these capital improvements, to correct actual and potential health and safety hazards, and to improve services to the public. Engineering services include survey and design, contract adminitration, cost estimating, maintenance scheduling, transportation system management, facility evaluation, and sign shop operations.

8. General Administration includes Bureau executive and managerical direction, the equal employment opportunity program, and administrative services such as financial management, personnel management, safety, budget and program development, procurement, property management, records and directives, program evaluation, congressional liaison, public information and public participation. Bureauwide fixed costs consisting of space leasing, postage, communications, household moves for transfer of duty stations, unemployment and workers compensation, and departmental services are also funded under general administration.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$353,159,000] $366,978,000

(16 U.S.C. 594; 30 U.S.C. 181 et. seq., 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181 a,b,d-f, 1701; 78 Stat. 986; Public Law 98- , making appropriations for the Department of the Interior and related agencies, 1985.)

Appropriation Language Citations

Appropriation: Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$353,159,000] $366,978,000.

16 U.S.C. 594
30 U.S.C. 181 et seq.
30 U.S.C. 351-359
43 U.S.C. 2
43 U.S.C. 31(a)
43 U.S.C. 52
43 U.S.C. 315
43 U.S.C. 1181 a,b, d-f
43 U.S.C. 1701 et seq.
78 Stat. 986
P.L. 98-

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles, or other insects, timber owned by the United States upon the public lands.

30 U.S.C. 181 et seq. provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves.

30 U.S.C. 351-359 provide for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the public lands of the United States, or in anywise respecting such public lands, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

34 U.S.C. 31(a) provides for the classification of the public lands and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the public lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315 provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops.

43 U.S.C. 1181 a, b, d-f provide for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq. provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value of the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, and exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

78 Stat. 986 provides for the classification of certain lands exclusively administered by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

P.L. 98- , the FY 1985 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1985.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1986 Budget
(in thousands of dollars)

Format of Fiscal 1985 Congressional Budget Submission

Appropriation/Activity/Subactivity	Amount 1986 Budget
Management of Lands and Resources	
1. Energy and Minerals Management	
A. Energy Resources	72,129
Oil and Gas	44,362
Coal	22,893
Geothermal	2,733
Oil Shale and Tar Sands	2,141
B. Nonenergy Minerals	15,347
Mineral Materials Sales	2,174
Mining Law Administration	8,137
Mineral Leasing	4,106
Uranium Operations	930
2. Lands and Realty Management	
A. Realty Operations	33,811
Energy Realty	4,602
Nonenergy Realty	17,222
Alaska Lands Program	11,987
B. Withdrawal Processing and Review	3,698
3. Renewable Resources Management	
C. Soil, Water and Air Management	13,837
4. All Other	288,156
Total	366,978

Format of Fiscal 1986 Congressional Budget Submission

Appropriation/Activity/Subactivity	Amount 1986 Budget
Management of Lands and Resources	
1. Energy and Minerals Management	
A. Fluid Energy Minerals	47,095
Oil and Gas	44,362
Geothermal	2,733
B. Solid Energy Minerals	25,034
Coal	22,893
Oil Shale and Tar Sands	2,141
C. Nonenergy Minerals	15,347
Mineral Materials Sales	2,174
Mining Law Administration	8,137
Mineral Leasing	4,106
Uranium Operations	930
2. Lands and Realty Management	
A. Realty Operations	33,811
Rights-of-Way	4,602
Lower 48 Lands Program	17,222
Alaska Lands Program	11,987
B. Withdrawal Processing and Review	3,698
3. Renewable Resources Management	
C. Soil, Water and Air Management	13,837
Soil, Water and Air Management	12,537
Hazardous Materials Management	1,300
4. All Other	228,156
Total	366,978

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1985 Budget
(in thousands of dollars)

Format of Fiscal 1985 Congressional Budget Submission

Appropriation/Activity/Subactivity	Amount 1985 Budget
Management of Lands and Resources	
1. Energy and Minerals Management	
A. Energy Resources	66,983
Oil and Gas	43,228
Coal	17,808
Geothermal	3,293
Oil Shale/Tar Sands	2,654
B. Nonenergy Minerals	15,311
Mineral Materials Sales	2,374
Mining Law Administration	8,081
Mineral Leasing	4,226
Uranium Operations	630
2. Lands and Realty Management	
A. Realty Operations	33,264
Energy Realty	4,352
Nonenergy Realty	16,671
Alaska Lands Program	12,241
B. Withdrawal Processing and Review	4,116
3. Renewable Resources Management	
C. Soil, Water and Air Management	12,882
4. All Other	220,603
Total	353,159

Format of Fiscal 1986 Congressional Budget Submission

Appropriation/Activity/Subactivity	Amount 1985 Budget
Management of Lands and Resources	
1. Energy and Minerals Management	
A. Fluid Energy Minerals	46,521
Oil and Gas	43,228
Geothermal	3,293
B. Solid Energy Minerals	20,462
Coal	17,808
Oil Shale and Tar Sands	2,654
C. Nonenergy Minerals	15,311
Mineral Materials Sales	2,374
Mining Law Administration	8,081
Mineral Leasing	4,226
Uranium Operations	630
2. Lands and Realty Management	
A. Realty Operations	33,264
Rights-of-Way	4,352
Lower 48 Lands Program	16,671
Alaska Lands Program	12,241
B. Withdrawal Processing and Review	4,116
3. Renewable Resources Management	
C. Soil, Water and Air Management	12,882
Soil, Water and Air Management	11,582
Hazardous Materials Management	1,300
4. All Other	220,603
Total	359,159

Justification for Proposed Change to BLM Activity/Subactivity Structure

Management of Lands and Resources

1. Energy and Minerals Management: Changes in Energy and Minerals Management reflect a more logical grouping of program elements in line with current Bureau functions and organizations resulting from the recent merger of MMS onshore minerals management functions into the BLM, and to provide easier identificaion of these highly visible programs in summary tables.

2. Lands and Realty Management: The change in Lands and Realty Management reflects a program adjustment in the Realty Operations subactivity to group all rights-of-way (both energy and nonenergy) work under the new program element "Rights-of-Way," and Nonenergy Realty - Lower 48 is renamed Lower 48 Lands Program to encompass all previous activities of Nonenergy Realty except processing of R/W's.

3. Renewable Resources Management: Hazardous Materials Management has been identified as a new program element to track costs and produce estimates for the increased activity anticipated in this program.

Summary of Requirements

Appropriation: Management of Lands and Resources

(Dollar amounts in thousands)

	FTE-T	Amount	FTE-T	Amount
SUMMARY OF BASE ADJUSTMENTS				
Appropriation, 1985			8,587	353,159
Anticipated savings from management initiatives:				
Management bulge reduction	---	-1,235		
Consolidation	-74	-2,027		
A-76	-37	-504		
Net anticipated savings from management initiatives			-111	-3,766
Transfers (between appropriation accounts):				
Transfer from Oil and Gas Leasing, Energy and Minerals Management, BLM to Department - Office of the Solicitor	---	-69		
Transfer from Coal Leasing, Energy and Minerals Management, BLM to Department - Office of the Solicitor	---	-50		
Transfer from Fire Management to other Interior agencies	---	-500		
Realignments (within an appropriation account):				
Realignment to Renewable Resources Management, Recreation Management (Cultural Resources Management)	+4	+200		
Realignment from Energy and Minerals Management, Nonenergy Minerals (Mineral Materials Sales)	-4	-200		
Realignment within Lands and Realty Management, Lower 48 Lands Program to Rights-of-Way	+5	+250		
Realignment within Lands and Realty Management Rights-of-Way from Lower 48 Lands Program	-5	-250		
Net transfer to other accounts			---	-619

Other increases and/or decreases:

Employees Compensation Fund (BEC).....	---	+60		
Unemployment compensation repayments.....	---	+400		
Rent payments to GSA (SLUC).....	---	+1,115		
Net other increase and/or decreases:.....			---	+1,575
Subtotal, adjustments to base.....			-111	-2,810
1986 Base Budget.....			8,476	350,349

SUMMARY OF REQUIREMENTS

Comparison by activities/ subactivities	1984 Actual FTE-T	1984 Actual Amount	Pres. 1985 Budget FTE-T	Pres. 1985 Budget Amount	1986 Base FTE-T	1986 Base Amount	1986 Estimate FTE-T	1986 Estimate Amount	Inc(+)Dec(-) From 1985 Pres. Budget FTE-T	Inc(+)Dec(-) From 1985 Pres. Budget Amount	Inc(+)Dec(-) Over 1986 Base FTE-T	Inc(+)Dec(-) Over 1986 Base Amount
MANAGEMENT OF LANDS AND RESOURCES												
Energy & Minerals Mgmt.												
Fluid Energy Resources.....	1045	40464	1270	46521	1250	45945	1258	47095	-12	574	8	1150
Solid Energy Resources.....	424	20746	427	20462	427	20342	431	25034	4	4572	4	4692
Non-Energy Minerals.....	368	14115	403	15311	399	15047	399	15347	-4	36	0	300
Subtotal.....	1837	75325	2100	82294	2076	81334	2088	87476	-12	5182	12	6142
Lands and Realty Management												
Realty Operations.....	990	37391	945	33264	945	33111	953	33811	8	547	8	700
Withdrawal Process. & Review.	105	3529	120	4116	120	4098	112	3698	-8	-418	-8	-400
Subtotal.....	1095	40920	1065	37380	1065	37209	1065	37509	0	129	0	300
Renewable Resources Management												
Forest Management.....	145	6112	145	6286	145	6262	146	6862	1	576	1	600
Range Management.....	920	36334	835	33519	818	33180	816	35280	-19	1761	-2	2100
Soil, Water and Air Managemen	310	16595	278	12882	278	12837	278	13837	0	955	0	1000
Wildlife Habitat Management..	295	13515	270	11705	270	11662	270	11812	0	107	0	150
Recreation Management.....	400	18360	345	16077	349	16217	373	17417	28	1340	24	1200
Fire Management.....	145	7446	141	7490	141	6967	145	9467	4	1977	4	2500
Subtotal.....	2215	98362	2014	87959	2001	87125	2028	94675	14	6716	27	7550
Planning and Data Management												
Planning.....	230	8891	225	8471	225	8435	222	8435	-3	-36	-3	0
Data Management.....	207	13914	210	13738	195	13302	195	13302	-15	-436	0	0
Subtotal.....	437	22805	435	22209	420	21737	417	21737	-18	-472	-3	0
Cadastral Survey												
Alaska.....	170	12140	160	10058	160	10032	160	10032	0	-26	0	0
Other States.....	330	11407	310	10223	310	10173	310	10173	0	-50	0	0
Subtotal.....	500	23547	470	20281	470	20205	470	20205	0	-76	0	0
Firefighting and Rehabilitation												
Firefighting and Presuppr....	956	47491	956	4150	956	4150	956	3585	0	-565	0	-565
Rehabilitation.....	20	600	20	600	20	600	20	600	0	0	0	0
Subtotal.....	976	48091	976	4750	976	4750	976	4185	0	-565	0	-565
Technical Services												
Resource Protection.....	25	2036	25	2376	25	2370	30	3370	5	994	5	1000
Maint. & Eng. Services.....	193	10554	202	10481	202	10449	202	11249	0	768	0	800
Subtotal.....	218	12590	227	12857	227	12819	232	14619	5	1762	5	1800
General Administration.....	1300	82102	1300	85429	1241	85170	1241	86572	-59	1143	0	1402
TOTAL REQUIREMENTS.....	8578	403742	8587	353159	8476	350349	8517	366978	-70	13819	41	16629

Justification of Base Adjustments

(Dollar amount in thousands)

Appropriation: Management of Land and Renewable Resources

Anticipated savings for management initiatives

	FTE-T	Amount
Administrative Consolidations	-74	-2,027
A-76	-37	-504
Management Bulge	---	-1,235

Transfers within an account:

In FY 1986 the paleontological element is being shifted from Energy and Minerals Management, Nonenergy Minerals (Mineral Materials Sales) to Renewable Resources Management, Recreation Management (Cultural Resources Management).

o $200,000 and 4 FTE from Nonenergy Minerals (Mineral Material Sales)	-200
o $200,000 and 4 FTE to Recreation Management (Cultural Resources Management)	+200

The Realty Operations subactivity has been restructured. The new Rights-of-Way program element will include both Energy and Nonenergy Rights-of-Way work.

o $250,000 and 5 FTE from Realty Operations (Lower 48 Lands Program)	-250
o $250,000 and 5 FTE to Realty Operations (Rights-of-Way)	+250

Transfers to other accounts:

Transfer from oil and gas leasing (-69) and coal leasing (-50) is required to support a branch office of the Solicitor at the BLM Eastern States Office to perform legal work relating to the programs of that office.	-119
Transfer from Fire Management	-500

Fire Management is reduced by $500,000 in anticipation of other Bureaus (FWS, NPS, and BIA) asking for Firefighting costs for Alaska in their appropriations and reimbursing BLM for actual work accomplished.

	FTE-T	Amount

Other increases and/or decreases

Employees Compensation Fund ..... +60

The increase in the repayment to the Employees Compensation Fund is the result of higher costs in the 1983-1984 expense period. These charges will be reimbursed to the Department of Labor, Employees Compensation Fund, with FY 1985 funds pursuant to Public Law 94-273.

Unemployment Compensation Payments ..... +400

The increase in payment to the Federal Employment Compensation Account (FECA) is the result of higher costs for unemployment compensation payments. These charges will be reimbursed to the Department of Labor, Federal Employment Compensation Fund, in 1985 pursuant to Public Law 96-499.

Rent Payments to GSA (SLUC) ..... +1,115

The increase is a result of a Fair Annual Rental (FAR) appraisal conducted by the GSA. The 1986 estimate of $25,994,000 is an increase of $1,115,000 over the 1985 estimate of $24,879,000.

Activity Summary

Activity: Energy and Minerals Management

(Dollars in thousands)

Subactivity	FY 1984 Actual (B.A.)	FY 1985 President's Budget	FY 1986 Base	FY 1986 Estimate	Increase(+) or Decrease(-) 1986 Estimate over 1986 Base
Fluid Energy Minerals	$40,464	$46,521	$46,521	$47,095	+$1,150
Solid Energy Minerals	20,746	20,462	20,462	25,034	+4,692
Nonenergy Minerals	14,115	15,311	15,111	15,347	+300
Total	$75,325	$82,294	$81,334	$87,476	+$6,142

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Fluid Energy Minerals

(dollar amounts in thousands)

Program Element		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Oil and Gas	$	43,228	42,662	44,362	+1,134	+1,700
	(FTE-T)	(1210)	(1190)	(1209)	(-1)	(+19)
Geothermal	$	3,293	3,283	2,733	-560	-550
	(FTE-T)	(60)	(60)	(49)	(-11)	(-11)
Total Requirements	$	46,521	45,945	47,095	+574	+1150
	(FTE-T)	(1,270)	(1,250)	(1,258)	(-12)	(+8)

Authorization

30 U.S.C. 181 et seq.
P.L. 94-579

The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.

30 U.S.C. 351-359

The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.

30 U.S.C. 1701
P.L. 97-451

The Federal Oil and Gas Royalty Management Act of 1982 is a comprehensive law dealing with royalty management on Federal and Indian leases and includes, in addition to its revenue accountability requirements, provisions pertaining to: onshore field operations; inspections; cooperation with the States and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law.

30 U.S.C. 1001
P.L. 91-581

The Geothermal Steam Act of 1970 authorizes the Secretary to issue leases for the development of geothermal resources.

25 U.S.C. 2101-2107
P.L. 97-382

The Indian Mineral Development Act of 1982 permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which requires the Secretary to provide technical advice during negotiation and development, approval and oversight thereafter.

42 U.S.C. 4321, 4331-4335, 4341-4347	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.
43 U.S.C. 1711 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance of inventories of public land resource values (Section 201(a)).
43 U.S.C. 31(a)	The Act of March 3, 1879, as amended, provides for the inventory and classification of minerals on Federal lands.
60 Stat. 1099	Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
25 U.S.C. 396	The Act of March 3, 1909, as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
25 U.S.C. 396(a)	The Act of May 11, 1938 provides for equivalent actions in leasing unallotted (tribal) Indian lands.

OIL AND GAS

Objectives

- Classify Federal lands as to their oil and gas potential and existence of Known Geological Structures (KGS's) and evaluate specific tracts being considered for leasing or proposed for transfer;
- Conduct an expanded competitive leasing program as a result of an accelerated KGS determination program;
- Make land available for oil and gas development by issuing noncompetitive leases through the over-the-counter (OTC) and simultaneous filing methods (SOG); and by processing notices of intent (NOI's) to conduct geophysical exploration and applications for permits to drill (APD's) and associated rights-of-way within 30 days of receipt;
- Complete processing of noncompetitive OTC offers to lease on BLM lands within four months of receipt (i.e., allow no backlog to develop);
- Hold one competitive sale in the National Petroleum Reserve - Alaska (NPR-A) and, as appropriate, open non-North Slope land in Alaska to oil and gas leasing;

- Process lease assignments within 90 days of receipt;

- Process advance rentals submitted as part of the new simultaneous oil and gas leasing (SOG) application requirements;

- Continue to participate in the Bureau effort to automate Federal land status and mineral lease records to enhance BLM's land management abilities and provide faster and more reliable service and information to the public;

- Work with other surface management agencies to assure the timely processing of oil/gas lease applications awaiting action;

- Approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the mineral resource and necessary protection of the environment and other resources;

- Review and act on proposals related to oil and gas operations such as unitization, communitization and gas storage agreements;

- On the basis of established priorities, conduct on-site inspections of drilling, production, and surface protection operations to ensure environmental protection, safe and workmanlike operations, conservation of the resource, and receipt of proper revenues due to Federal and State governments, Indian Tribes and allottees;

- Perform Natural Gas Policy Act (NGPA) category determinations for Federal and Indian leases to establish the differentiation required by NGPA regulations;

- Conduct drainage protection reviews and analyses on Federal and Indian lands (may involve requiring operators to drill protective wells and/or to pay compensatory royalty);

- Monitor diligent development on producing but not yet fully developed Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion;

- Conduct economic and policy analyses related to oil and gas leasing and lease administration; and

- Provide economic and resource value determinations for non-lease ventures in response to specific tribal or individual allottee requests.

Base program

Base funding for the oil and gas program is $42,662,000 and 1,190 FTE.

The onshore oil and gas program is one of the major mineral leasing programs in the Department. Currently there are about 125,000 existing leases on Federal lands covering about 140,000,000 acres, of which about 15,000 leases are in producing status. The program is also responsible for over 14,000 existing leases on Indian lands (nearly 3,500 producing) as well as advising tribes and allottees on leasing matters. Revenues generated by Federal oil and gas leases are expected to exceed $1 billion in 1986.

The proven oil reserves in the United States amount to 35 billion barrels. Based on production, about 5 percent of these proven reserves are estimated to be on onshore Federal and Indian lands. Total remaining recoverable gas reserves in the United States are estimated at 208 trillion cubic feet. Based on production, about 6.6 percent of these proven reserves are estimated to be on onshore Federal and Indian lands. The rate of growth in the number of new Federal and Indian leases and of new wells in production has been between three and five percent per year for the past 25 years. The number of active leases and acres under lease has grown by about 40 percent over the past 5 years. Even during the 1982-83 nationwide drilling slump, drilling applications on Federal lands declined by less then half the national rate of decline and are now increasing. As the number of producing wells increases, there will be a corresponding increase in BLM's field work associated with post-lease activities.

Oil and gas leasing is done under both competitive and noncompetitive procedures. Competitive leasing takes place for those lands designated as KGS's in the Continental United States and as Favorable Petroleum Geologic Provinces (FPGP's) in Alaska and in NPR-A. Noncompetitive leases, referred to as over-the-counter (OTC), are issued to the first qualified applicant for lands that have not been previously leased and that are not in either a KGS or FPGP. For lands that have been previously leased and are still not in a KGS or FPGP, new noncompetitive leases, referred to as Simultaneous Oil and Gas (SOG) leases, are issued after a simultaneous filing period with the potential lessee selected by computerized random drawing. Drawings are held bimonthly and result in approximately 9,600 leases issued annually. All drawings are being conducted by BLM's Wyoming State Office using a computerized random selection drawing system.

Due to the high levels of OTC leasing in the 1980-1983 period, the leasing workload is beginning to shift away from a large volume of noncompetitive OTC leases toward greater emphasis on noncompetitive SOG leasing and on competitive leasing. This shift will be markedly greater than in past years and is reflected in the workload estimates. The increase in competitive leasing will have only marginal impact on lease totals because many potential SOG parcels will contain some KGS lands but the remainder of the parcel will be offered through the SOG process. Because of the larger acreage involved in many of the SOG leases, the amount of acres leased will not decrease. Cost savings from processing fewer OTC leases applications are offset by the need to process a greater number of other types of lease applications and other adjudicative work, such as bonding actions, which is expected to increase.

In 1980, a regulatory change was made which increased the maximum size of the area covered by a noncompetitive lease from 2,560 acres to 10,240 acres; consequently, the average size of the area for noncompetitive leases increased from 1,100 acres in 1980 to 1,478 acres in 1983. In FY 1983, nearly 12,000 leases were issued covering 20 million acres; eliminating the backlog of OTC applications for leases on BLM land. Competitive leases can encompass up to 640 acres in the Continental United States; up to 2,500 acres in non-North Slope Alaska; and up to 60,000 acres in the National Petroleum Reserve-Alaska (NPR-A).

The Federal Oil and Gas Royalty Management Act (FOGRMA) of 1982 and the Indian Minerals Development Act (IMDA) of 1982 both mandated the Secretary to perform new functions in inspection and enforcement for site security, measurement of production, onsite operational safety, etc. During FY 1983 the consolidation of

functions previously split between the Minerals Management Service (MMS) and BLM has resulted in both efficiencies and recognition of previously neglected work. The Bureau, in conjunction with MMS, implemented the Onshore Oil and Gas Lease Inventory and Inspection System (OGLIIS) commonly referred to as MS-1. The MS-1 system provides a computerized support system for Bureau field technicians to perform inspections efficiently, and at regular intervals to correct deficiencies and highlight inspection requirements.

The oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. All receipts from leasing (except filing fees) in the lower 48 States and the NPR-A are divided between the Treasury (10%), the Reclamation Fund (40%), and the States in which the leased lands are located. Receipts from non-NPR-A areas in Alaska are divided on the basis of 90 percent to the State and 10 percent to the General Fund of the Treasury. Beginning in FY 1984, MMS is the responsible agency for collecting, accounting for, and distributing all onshore mineral receipts (except first year rentals and filing fees). The lease operation approval and inspection functions performed by BLM on all producing Federal and Indian leases are an important element in ensuring that proper royalties are paid, since a part of this function involves the validation of actual production occurring from leases.

Receipts from SOG filing fees amounted to $81.7 million in FY 1983. Because the SOG program was suspended in October 1983; FY 1984 revenues are estimated at $12.3 million as there will be only one filing period in FY 1984. Receipts of $63.8 million are estimated for FY 1985. Filing fees are collected by the BLM and deposited directly into the General Fund of the Treasury.

Pre-lease activities include identifying KGS's, making recommendations on the resource value of onshore oil and gas lands to be offered for competitive lease, or for exchange or conveyance; determining adequacy of bids submitted in competitive sales adjudicating noncompliance offices to lease, and issuing leases. Post-lease workload includes processing assignments, reviewing and approving APD's and other operator proposals, and monitoring well activity for potential drainage of Federal or Indian oil and gas. Inspections of industry operations and facilities are conducted on both a scheduled and random basis to help ensure compliance with permit stipulations and regulations and to protect the public and Indian tribes and allottees from unauthorized removal of oil from Federal/Indian wells and production facilities.

Once a lease is issued the Bureau workload ceases to be discretionary and requires that certain post-lease functions be performed in order that the lessee may utilize the rights conveyed by the lease instrument. We can descibe the program as leases translating into lease assignments, unit agreements, APD's, and other operating proposals. Successful exploration increases postlease workload by requiring review of additional development plans, periodic inspections, and enforcement actions when inspections reveal failure to comply with all applicable requirements. Each year, as the number of nonproducing and producing leases increases, the workload associated with both producing and nonproducing leases increases. As more leases terminate, expire, or are relinquished, the work associated with re-leasing through the SOG system also increases. Land openings in Alaska and revocation of both formal and informal withdrawals also increase the demand for over-the-counter leases. While leasing is a descretionary action, post-lease actions are by and large mandatory requirements to assure compliance of the lease instrument and to assure protection of the other resources present.

The Bureau oil and gas leasing program is dependent on timely and accurate determinations of KGS's. Prior to issuance of noncompetitive leases, a determination must be made that the lands covered under the lease applications are not within a KGS. Review and update of past classification actions must occur to incorporate successful well completions whether they occur on Federal land or not.

On October 12, 1983, the issuance of leases through the SOG system was suspended. The decision to suspend leasing was prompted by a discovery that lands that should have been included within a known geological structure (KGS) were included in a SOG lease offering. The Bureau has taken corrective actions to assure that all non-competitive leases issued are not within KGS's. If the existence or absence of a KGS within the boundaries of the parcel is uncertain, the parcel will not be offered under the SOG or competitive program until a final determination is made. To assure that KGS's are properly determined, the Bureau has increased its use of geologic information and analysis, and provided additional employee training. This effort is being fully coordinated with the Geological Survey and the Minerals Management Service.

The SOG program suspension ended on August 1, 1984, after new rules were issued. At the time of the suspension, it was also determined that some filing services were engaged in fraudulent practices related to the SOG program. The new rule requiring payment of advance rentals with each application should reduce this abuse of the program.

The workload in inspections of producing leases is also affected by the 5 to 10 percent annual growth in the number of leases in production. The Federal Oil and Gas Royalty Management Act (FOGRMA) requires at least an annual inspection of those leases which produce or are expected to produce significant amounts of oil and gas and those leases with a history of noncompliance. In response to the Act, an oil and gas inspection and enforcement strategy has been designed to make the most efficient use of available Federal personnel and funding. This strategy involves establishing priorities and eliminating redundancies through use of statistical sampling methods and cooperative arrangements with States, Indian tribes, and other surface-managing agencies. The criteria to be used in establishing priorities include the following: potential for signifi- cant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection, e.g., pre-drilling inspection needed for approval of an APD. Additional inspections will be scheduled in response to specific requests from MMS's royalty management staff, primarily through PAAS or audit identified exceptions.

Within the overall workload, drainage reviews are performed when public demand work has been completed. Determination of actual drainage results in additional revenue to the Federal Government or Indian tribes and allottees through payment of compensatory royalties, completion of new wells on Federal lands, and/or leasing of previously unleased lands. Starting in FY 1984 the Bureau actively pursuing all cases of potential drainage.

The base program includes funding to improve analysis across the spectrum of BLM energy resources management. Economic analysis, policy analysis and resource assessment of complex issues such as determining the energy resource base

existing on public lands, modifying procedures for identifying the resources available for development, analyzing the systems under which resources are or should be offered for lease or sale, and evaluating the conditions under which development occurs.

The Bureau will hold at least one NPR-A sale in FY 1986 and issue leases within 180 days of application on Alaska lands opened to noncompetitive oil and gas leasing. Post-lease supervision will increase as lease holders from earlier NPR-A sales (two held in FY 1982 and one each in subsequent years) begin operations.

Capability in the base program will also be directed to certain actions on Indian lands. The Bureau's role prior to lease sales on Indian lands is advisory. While BLM may make recommendations concerning resource evaluation matters, most pre-sale activities are carried out almost exclusively by the Bureau of Indian Affairs (BIA) and the Indian tribes. When requested, BLM provides recommendations as to high bid acceptability. The BLM role on Indian lands becomes substantial after a lease is issued and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full tribal authority for approval of development and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning lost oil and gas royalties) are normally accepted, but tribes retain the right to make their own decisions. Diligent development reviews of all producing but not fully developed Indian leases are conducted annually.

Description of Selected Program Components

The following is a more complete discussion of the inspection and enforcement, and drainage program components.

Inspection and Enforcement (I&E) - The Federal Oil and Gas Royalty Management Act of 1982 (FOGRMA), P.L. 97-451, require the Secretary to "enforce effectively and uniformly existing regulations under the Mineral Leasing Laws providing for inspection of production activities on lease sites on Federal and Indian Lands." FOGRMA directs the Secretary to establish: (1) a comprehensive inspection system; (2) procedures to ensure that oil and gas inspectors inspect at least once annually each lease site producing or expecting to produce significant quantities of oil or gas in any year or which has a history of non-compliance with laws or regulations and (3) adequate training programs for inspectors. In addition, the Secretary adopted the Commission on Fiscal Accountability of the Nation's Energy Resources earlier recommendations to: (1) develop and implement an Inspection and Enforcement strategy to assure lessee compliance, (2) increase the number of inspectors to ensure site security and production verification, (3) conduct fair but firm enforcement when violations are found, (4) impose civil penalities for violations and (5) monitor inspection and enforcement activities.

To meet these mandates, the Bureau implemented an Inspection and Enforcement program which will continue in FY 1986 to provide leadership in this area.

Specific parts of that program consist of:

- Developing a uniform nationwide inspection and enforcement strategy to assure that: (1) lessees comply with regulations, (2) production is properly handled and reported by the lessee and verified by BLM, (3) environment and natural resources including fresh water aquifers are protected, (4) wells and operational sites are, when no longer needed, properly abandoned, and (5) equipment and procedures are in place to protect health, safety, and property.

- Implementing BLM District Office Inspection and Enforcement plans developed according to strategy criteria which establish inspection priorities based on profiles of operator compliance; magnitude of production; environmental, health and safty risks; and other factors and allocates oil and gas inspectors according to priorities and frequency required by type of inspection.

- Implementing uniform and consistent enforcement actions, when violations exist, according to new regulations on assessments and civil penalties.

- Developing, maintaining and improving the MS-1 automated lease inventory system, to document inspection results, enforcement actions and related activities such as appeals to reduce inspectors office time and provide program oversight.

- Monitoring Inspection and Enforcement activities by Quality Assistance Teams (QAT) to ensure that Field Offices are fully implementing all directives, that lessees are in compliance with applicable regulations, that firm but fair enforcement actions are being taken and that necessary training, guidelines and equipment are provided.

- Recruiting and maintaining (1) a full oil and gas inspector force necessary to conduct inspections and enforcement actions required by mineral leasing laws and FOGRMA; (2) data entry and clerical support for MS-1 and oil and gas inspectors and (3) experienced petroleum engineers for technical support to District Managers and oil and gas inspectors. In addition, appropriate grade levels must be maintained to retain petroleum engineers and oil and gas inspectors with necessary technical competence and experience.

- Providing formal training according to FOGRMA mandate to new oil and gas inspectors followed by apprenticeship under experienced inspectors and advanced training on a continuing basis to meet the needs of the program.

- Coordinating with Royalty Management, MMS, for expeditiously handling exception reports.

- Negotiating cooperative agreements with States and Indian tribes for training and inspection of producing leases when possible to augment inspection capabilities. In FY 1985, the Bureau will conduct an A-76 study of the inspection and enforcement workload to identify activities to be included in these cooperative agreements. Anticipated savings are estimated to be $300,000 and have been displayed in the FY 1986 adjustments to base. These savings may not materialize or other studies may pre-empt this study.

In addition to production inspections mandated by FOGRMA, the Bureau will undertake approximately 20,000 drilling, abandonment and other inspections in FY 1986 required by regulations under the Mineral Leasing Acts and Section 2 in FOGRMA. These inspections are necessary to ensure that lessees are in compliance with regulations, orders, lease terms and approved plans. For example drilling inspections assure that (1) blow-out prevention equipment is properly in place; (2) H_2S contingency plans and other safety requirements observed; (3) fresh water aquifers are protected by proper plugging and cementing and (4) mineral resources such as coal and potash are protected.

Another example of inspection performed is the witnessing abandonment of operations which can occur at any time of the day or night including weekends. To assure proper plugging and cementing of wells, Bureau presence is often necessary. Bond release activities such as proper reclamation, and environmental protection also require a Bureau presence.

Drainage Reviews - A potential drainage situation exists when a producing well is withdrawing oil and/or gas from beneath adjacent Federal or Indian lands (leased or unleased) whenever that well is located on (1) State or privately owned lands; (2) Federal or Indian lands if the revenues from the well are distributed differently from that of the adjacent Federal or Indian acreage; or (3) Federal or Indian lands are subject to a lower royalty rate than that of adjacent Federal or Indian lease.

Every Federal and Indian lease incorporates the requirement that the lessee shall drill all wells which are necessary to protect the leased lands from drainage or, with the consent of the Secretary, to compensate the lessor in full each month for the estimated loss of royalty through drainage in the amount determined by the Secretary. Where the drained acreage is unleased, the Secretary may seek a compensatory agreement with the owner of the offending well or, when allowed by law and regulation, may offer the lands for competitive leasing. Thus, if the unleased lands are Federal and are not within a KGS, a KGS must be established or an existing KGS expanded to include the acreage in question.

To determine whether potential drainage exists, the Bureau must review each of the more than 50,000 annual well completions in the U.S. to see if a potential drainage situation has been created. It is anticipated that some 6,000 cases will be identified each year as potential drainage situations and, ultimately, that about 2,500 of these will result in a determination of drainage. If the potential exists, the Bureau must notify the lessee and request its plans for protecting the lease by drilling a well or detailing the engineering, geological, and economic data to support the contention that drainage is not occurring and/or that an economic well could not be drilled. Upon review of the plans, the Bureau may decide to do an engineering analysis of the potentially offending well to determine whether drainage is actually occurring. A finding that drainage is occurring results in additional actions as described in the preceding paragraph.

Because drainage reviews are government initiated, historically they have been undertaken only when public demand work is completed or when a drainage situation becomes obvious in the course of completing other work. Starting in FY 1984, the Bureau, has expanded its efforts to eliminate the backlog of

potential drainage cases. At the start of FY 1986 we estimate that 1,200 full engineering reviews will be required to finally eliminate a backlog currently estimated at 2,600 cases.

The workload table below shows the various elements of the planned oil and gas program workload. Totals include actions on both Federal and Indian lands.

Workload Measure	FY 1984 Actual	FY 1985 Estimate	FY 1986 Base
Competive tracts offered	1,400	1,500	1,500
SOG parcels posted	4,800	13,000	13,000
Over-the-counter lease applications processed	11,000	11,000	8,000
Assignments processed	49,000	52,000	52,000
APD's processed	4,000	4,300	4,300
Other operator proposals processed	22,650	22,650	22,650
Inspections conducted	26,000	30,000	30,000
Geophysical explorations actions (NOI's and NOC's) approved/revised	3,400	3,400	3,400
Unit and other Agreements approved/revised	750	800	800
Classifications completed	1,000	1,200	1,200

* The Workload table above does not correspond to numbers in the FY 1985 Justifications due to a change in unit definitions and more accurate data from field offices.

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	42,662	44,362	+1,700
(FTE-T)	(1,190)	(1,209)	(+19)

A total increase of $1.7 million and 19 FTE is proposed for FY 1986. The increase is composed of the major components described below.

Inspection and Enforcement Workload (+$500,000 and +10 FTE)

The Federal Oil and Gas Royalty Management Act (FOGRMA) requires at least an annual inspection of those leases which produce or are expected to produce significant amounts of oil and gas and those leases with a history of noncompliance.

Many of the workload elements in the oil and gas program are not isolated but are dependent on other actions. Successful exploration increases post-lease workload by requiring review of additional development plans, periodic inspections, and enforcement action when inspections reveal

failure to comply with lease terms. Each year as the number of nonproducing and producing leases increase, the workload associated with each type of lease increases.

Even if it is assumed that industry demand for new leases is not increasing there will be a steady annual increase of between 5 and 10 percent in the number of leases in production for example, from 1981 to 1983 producing leases wells on jurisdictional lands went from 16,500 to 19,300. This results in an increase in associated workload for the Bureau, even in a level lease demand situation. The increased number of total leases will require an additional 2,000 inspections. The proposed level of funding for inspectors will accommodate approximately 90 percent of the identified high priority inspection and enforcement needs.

Classification (KGS's) (+$450,000 and +6 FTE)

An increase of $450,000 and 6 FTE is needed to fully accommodate BLM's classification requirements for oil and gas potential and the existence of known geological structures, including evaluation of specific tracts for competitive leasing. During FY 1984 it became apparent that this portion of the program had fallen below acceptable levels, and an intensive effort was initiated to take corrective action. This was identified in the FY 1985 Budget, and increased funding was proposed. At that time it was felt the increase would permit us to maintain currency but not to eliminate the backlog of KGS determination, and prepare appropriate documentation and maps to support potential appeals of the classification actions. Based on the experience to date, the proposed increase is necessary if the total backlog is to be eliminated. The work involved in the KGS effort has proven to be more complex than previously recognized and has slowed down the effort to eliminate the entire backlog. This increase results in a more active SOG and competitive leasing program in FY 1986.

Cooperative Agreements (+$750,000 and +3 FTE)

An increase of $750,000 and 3 FTE is required to support cooperative inspection agreements with States and Indian tribes.

The development of State and Indian cooperative agreements, a recommendation of the first Linowes Commission, was provided for under Title II, Section 202(a) of the Federal Oil and Gas Royalty Management Act of 1982 (FOGRMA). Section 202(a) limits the use of Federal assistance to those costs directly required to carry out the agreed-upon activities.

The primary purpose of the cooperative agreement program is to augment the Federal oil and gas inspector force to increase frequency of inspections. The primary activity carried out by State and Tribal inspectors under an agreement would be inspection of oil and gas operations. State and Tribal inspectors participating in the program will go through a period of training similar to that given to new BLM inspectors: on-the-job training, followed by formal classroom training and then additional on-the-job training.

During the last part of FY 1985 the Bureau expects to enter into several agreements in order to refine procedures and cost estimates. Then in FY 1986, 13 agreements will be entered into at an estimated cost of $40,000 per agreement.

Additional program costs will be generated for BLM-provided training of State and Tribal inspectors, for additional inspectors to provide supplemental on-the-job training, for monitoring of delegated assessments, and for annual negotiation of the agreements. These costs are estimated at $150,000 and 3 FTE.

The workload measures which will be accomplished at the FY 1986 Estimate funding level are as follows:

Workload Measure	FY 1986 Base	FY 1986 Estimate	Increase(+) or Decrease(-)
Competitive tracts offered	1,500	1,700	+200
SOG parcels posted	13,000	15,000	+2,000
Over-the-counter lease applications processed	8,000	8,000	---
Assignments processed	52,000	56,000	+4,000
APD's processed	4,300	4,600	+300
Other operator proposals processed	23,500	25,000	+1,500
Inspections conducted	30,000	32,000	+2,000
Unit and other Agreements	800	850	+50
Classifications completed	1,200	1,300	+100

* The Workload table above does not correspond to numbers in the FY 1985 Justifications due to a change in unit definitions and more accurate data from field offices.

Distribution of change by object class

The object class detail for the proposed increase is as follows:

	FTE-T	Amount
Personnel compensation	19	570,000
Personnel benefits		79,000
Travel and transportation of persons		57,000
Transportation of things		44,000
Printing		27,000
Other Services		828,000
Supplies and materials		60,000
Equipment		35,000
Total		+$1,700,000

GEOTHERMAL

Objectives

- o Respond to all exploration, development and production proposals in accordance with timeframes contained in the December 1981 BLM/GS/FS interagency agreement for the geothermal program and the June 1984 BLM/FS Interagency Agreement for Mineral Leasing;
- o Evaluate resources of geothermal tracts to be offered for competitive leasing and make timely reviews of Known Geothermal Resource Area (KGRA) classifications;
- o Offer all unleased KGRA lands at competitive lease sales;
- o Process noncompetitive lease applications for BLM administered lands within 90 days of receipt and make lands in relinquished leases available for new applications within 90 days of relinquishment;
- o Approve and supervise industry operations on Federal geothermal leases; and
- o Conduct production verifications and inspections of geothermal operations on Federal lands.

Base program

Base funding for the geothermal program is $3,283,000 and 60 FTE-T.

Federal lands contain about 60 percent of the known or prospective geothermal resource areas of the United States. Given favorable market conditions, the estimated annual electrical generation potential of Federal geothermal resources is 2,500 megawatts by the year 2000; or the equivalent of about 100,000 barrels of oil per day. In addition, direct thermal use applications (crop drying, gasohol production, etc.) could replace the equivalent of 10,000 more barrels of oil per day by the year 2000. As much as 20 million acres of Federal lands would have to be leased by 1990 to achieve these estimates. Through FY 1984, over 3,000 Federal leases had been issued covering over 4.5 million acres, numbers which would be higher if acreage holding limits were higher. If market conditions do not change soon, it is possible that industry interest will be limited to no more than 10 million acres by 1990.

Geothermal leasing is done under both competitive and noncompetitive procedures. Lands designated as KGRA's are leased competitively. Noncompetitive leases are issued to the first qualified applicant for lands available for leasing and not designated as a KGRA.

Under current law, a single geothermal lessee is limited to holding a maximum of 20,480 acres per State. This limitation has been universally credited with as a constraint that is restricting the rate of geothermal resource exploration and development and as discouraging industry participation in the Federal leasing program. Effective December 26, 1985, the Secretary will have the authority to allow a single lessee to hold up to

51,200 acres in a State. This increase in the acreage limits may be applied on a nationwide basis or selectively. The Department will take appropriate regulatory action in FY 1986 unless Congress Acts sooner. Impacts on the leasing levels are uncertain. There will be no immediate increase in development as a result of a higher acreage limit. However, future years will probably see an increase in development.

The Bureau also has the responsibility of approving and supervising operations on Federal geothermal leases. This responsibility includes review and approval of all proposed geothermal exploration, development, production, and utilization plans and inspections of all operations to ensure compliance with all conservation and environmental standards.

In FY 1984, priority is being given to authorization of post-lease exploration and development proposals, holding KGRA sales, processing new lease applications, and making previously leased lands available for preleasing.

Workload, however, is shifting from pre-lease, inventory and GEM assessments to post-lease work related to issuing utilization licenses and assignments. A decrease in the number of noncompetitive leases issued and an increase in competitive leases is expected as illustrated below.

Geothermal Workload *

Workload Measure	FY 1984	FY 1985	FY 1986 Base	FY 1986 Estimate	Inc.(+) or Dec.(-)
Noncompetitive leasing applications	530	550	550	540	-10
Competitive leasing parcels	120	120	120	130	+10
Pre-lease permits	215	230	230	220	-10
Lease adjustments	375	375	375	325	-50
Postlease permits	240	240	240	200	-40
Unit and other agreements	15	15	15	15	---
Inspection and Enforcement	800	800	800	700	-100
Unitization Licence	1	5	5	4	-1

* The Workload table above does not correspond to numbers in the FY 1985 Justifications due to a change in unit definitions and more accurate data from field offices.

Decrease for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	3,283	2,733	-550
(FTE-T)	(60)	(49)	(-11)

The proposed decrease of $550,000 and 11 FTE assumes a slightly lower level of industry demand for leases in FY 1986 and a continued Bureau ability to supervise industry operations on all Federal leases. Savings will occur because the costs for NEPA compliance at the leasing stage have declined as a result of eliminating the backlog of lease applications on BLM lands. Currently, the majority of lease applications are on Forest Service Lands. Thus, the majority of NEPA costs for leasing will be borne by the Forest Service. Additional savings will be generated by reducing the number of inspections performed. As the geothermal program matures it has become evident that the extremely close scrutiny given operational activities is no longer necessary. At the proposed funding level fewer lease adjustments will be processed, but adjustments will be given priority when operating and exploration activities depend on the adjustments. Because of lower program costs and activity, the Bureau can meet its presently anticipated program responsibilities without any program detriment at the proposed lower funding level.

Distribution of change by object class

The object class detail for the proposed decrease is as follows:

	FTE-T	Amount
Personnel compensation	-11	$385,000
Personnel benefits		54,000
Travel and transportration of persons		22,000
Transportation of things		20,000
Other services		41,000
Supplies and materials		16,000
Equipment		12,000
Total		- $550,000

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Solid Energy Minerals

(dollars amounts in thousands)

Program Elements		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Coal	$	17,808	17,701	22,893	+5,085	+5,192
	(FTE-T)	(345)	(345)	(367)	(+22)	(+22)
Oil Shale and Tar Sands	$	2,654	2,641	2,141	-513	-500
	(FTE-T)	(82)	(82)	(64)	(-18)	(-18)
Total Requirements	$	20,462	20,342	25,034	+4,572	+4,692
	(FTE-T)	(427)	(427)	(431)	(+4)	(+4)

Authorization

30 U.S.C. 181 et seq. P.L. 94-579	The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.
42 U.S.C. 4321, 4331-4335, 4341-4347	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.
43 U.S.C. 1711 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance and inventories of public land resource values (Section 201(a)).
P.L. 94-377	The Federal Coal Leasing Amendments Act of 1976 requires competitive leasing of coal on public lands.
30 U.S.C. 351-359	The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.
43 U.S.C. 31(a)	The Act of March 3, 1879, as amended, provides for the inventory and classification of minerals on Federal lands.
60 Stat. 1099	Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

25 U.S.C. 396	The Act of March 3, 1909, as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
25 U.S.C. 396(a)	The Act of May 11, 1938 provides for equivalent actions in leasing unallotted (tribal) Indian lands.
25 U.S.C. 2101-2107 P.L. 97-382	The Indian Mineral Development Act of 1982 permits Indian tribes and allottees to enter agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.

COAL

Objectives

- Maintain an orderly process for the leasing of Federal coal in established production regions by continuing activity planning in support of lease sales in the designated Federal coal production regions;
- Comply with NEPA requirements for all coal activities on Federal and Indian lands;
- Assure public involvement in the land use and activity planning process;
- Ensure that adequate data on Federal coal and other resources are available for coal land use and activity planning and acceptable reclamation procedures;
- Perform regional coal market analyses for use in the coal activity planning process which reflect the market demands for coal and ensure receipt of fair market value for coal;
- Expeditiously process coal exploration licenses to ensure timely resource information from private industry drilling. Conduct Federal coal drilling required to "fill in" areas having information gaps from previous private industry drilling and previous government drilling programs;
- Expand the Regional Coal Team (RCT) role for setting long-range coal leasing schedule data adequacy review; and contributions to the reviews of environmental impact statements, land use plans and activity plans;
- Meet short-term coal needs by expeditiously processing leases needed to maintain existing production or to avoid by-passing Federal tracts;

- Complete processing of the outstanding coal preference right lease applications (PRLAs);
- Take all necessary actions to prevent coal trespass;
- Process all coal lease readjustments on a timely basis;
- Conduct production verification checks on Federal and Indian lands;
- Review, approve and inspect industry operations related to coal exploration, development and production on Federal lands;
- Monitor leases for achievement of diligent development and continued operation and ensure a nationally consistent approach to all legal and regulatory responsibilities;
- Provide assistance to Indian tribes and the Bureau of Indian Affairs (BIA) on leasing of coal tracts on Indian lands; and
- Review, approve, and inspect exploration, development and production operations on Indian lands and provide technical assistance to tribes and BIA.

Base program

Base funding for the coal program is $17,701,000 and 345 FTE-T.

BLM manages about 33 percent of all United States coal and indirectly affects the use of at least an additional 10 percent. As of June 4, 1984, there were 635 Federal coal leases, covering 954,065 acres with an estimated 17.77 billion tons of recoverable reserves involving Federal lands and private lands with Federal subsurface coal ownership. There were 126 producing Federal leases in FY 1983. Production from those leases (105.4 million tons) amounted to 14 percent of total United States production. Coal production from Federal lands has increased from 12 million tons in 1970 to the 1983 level. Federal royalties collected by the Department, and verified by the BLM, totaled $65.4 million in FY 1983.

The Bureau's Federal Coal management activities fall into two broad categories. These are: (A) Coal Operations which includes the administration of existing leases and the supervision of mining operations; and (B) Coal Leasing which involves reaching decisions to offer for lease unleased Federal coal. These two components are described in detail below. The Coal Operations component is designed to meet the statutory and regulatory requirements related to active and inactive leases and producing mines. The leasing component is a more discretionary program with specific regulatory requirements necessary before the holding of a sale or issuance of a lease. Because of the gradual maturing of coal leases, and some increase of the number of leases in production, but primarily due to the 10 year anniversary of FCLAA and associated requirements such as diligance and lease readjustment there is a dramatic shift in emphasis to coal operations. The FY 1986 base will also be used to implement new coal leasing procedures developed in FY 1985. Because basic coal information is required to arrive at leasing decisions, portions of the base program and the requested FY 1986 increase will be directed towards improving data for coal land use and activity planning.

required to arrive at leasing decisions, portions of the base program and the requested FY 1986 increase will be directed towards improving data for coal land use and activity planning.

A. Coal Operations

The Federal Coal Leasing Amendments Act (FCLAA) of 1976 mandated a major Federal coal operations program. The regulations published in 1979 and 1982 further clarify the Bureau's mandate with respect to coal operations. These operation activities are responsible for monitoring a multi-million dollar industry that generates millions of dollars in Federal and State revenues. The Bureau is also responsible for coal operations on Indian Tribal and allotted lands. Where intermingled Federal, Indian and private coal ownerships are in the same operations, the workload is significantly increased to accomplish operation requirements under 43 CFR 3480.

The Bureau has the responsibility to administer the mineral leasing laws with respect to coal development and production, resource recovery, and protection of operations on Federal coal leases and licenses. OSM, and their counterpart State agencies, have the responsibilitiy to administer SMCRA and its associated reclamation requirements.

In FY 1986 there will be a significant increase in the number of Federal coal leases subject to certain FCLAA provisions (43 CFR 3480) because the Act provided for leases issued prior to August 1976 to have an additional ten years before readjustment. The increased workload will involve evaluations, and inspection and enforcement activities. Moreover, more work will be expected to ensure accomplishing production verification, lease readjustments, and logical mining unit (LMU) compliance.

The Bureau will continue to investigate instances of alleged coal trespass. Six Alabama coal trespass cases are in varying stages of litigation. To date more than $1.8 million has been recovered in case settlements.

The following actions explain what is required to carry out the Secretary's statutory and regulatory mandates:

Inspection and Enforcement (43 CFR 3486): Inspect operating leases and licenses quarterly and inactive leases and licenses annually, for exploration, production, to ensure compliance with statutory and regulatory requirements and lease and license terms and conditions. Develop program for joint inspections with States and Tribes.

Production Verfication: As part of the inspection functions ensure that all lease revenues due from mined coal have been reported accurately.

Compliance: Ensure, through inspections, compliance with the Mineral Leasing Act (MLA) requirements including resource recovery and protection, maximum economic recovery, diligent development, continued operation, resource conservation, prevention of waste, and conservation of the resource.

Readjustments (43 CFR 3451): Determine and establish bond amount, applicable rental and royalty rates, diligent development and continued operation requirements, and three-year resource recovery and protection plan requirements

Diligence (43 CFR 3483): Ensure that diligent development and continued operations are enforced for compliance with the statute. This includes reserve determinations, production crediting, elections, terminations or cancellations, extensions and suspensions, and advance royalty as applicable to all leases and logical mining units (LMU's).

Exploration Plans (43 CFR 3482.2): For leased or unleased lands, approve original plans or plan modifications. Monitor ongoing exploration and reclamation to ensure plan compliance with approved State Program.

Resource Recovery and Protection Plans (R2P2)(43 CFR 3482): Approve original plans and plan modifications. Monitor ongoing mining operations to ensure plan compliance. R2P2's may, as appropriate, cross-reference applications submitted under the Surface Mining Control and Reclamation Act of 1977.

Logical Mining Units (LMU)(43 CFR 3487): Direct or approve the formation or modification of LMU's. Monitor ongoing mining operations to ensure LMU compliance.

Suspensions and Reductions (43 CFR 3473.4): Act on lessee request for suspensions of operations and production or temporary royalty rate reductions.

Abandonment (43 CFR 3484.2): Ensure that remaining resources are not adversely impacted prior to abandonment, and that all terms and conditions of the lease are in compliance.

Audits and Appeals: Conduct site-specific audits of production facilities in coordination with the Minerals Management Service (MMS) and respond to appeals of orders or decisions made in implementing the Mineral Leasing Act.

During FY 1985 and FY 1986, 104 Federal coal leases will be readjusted to require compliance with the FCLAA. This will bring the total number of leases subject to FCLAA by FY 1986 to 435 leases. As readjustments occur on the 20-year anniversary dates of 435 leases, the operations workload will continue to increase in order to ensure statutory and regulatory compliance, even if few new leases are issued.

FEDERAL LEASE OPERATION WORKLOADS:

Year	Leases Issued During Year	Lease Readjusted During Year	Leases Subject to FCLAA
1981	N/A	N/A	185
1982	37	14	236
1983	18	8	262
1984	3 1/	28	331 1/
1985	2/	66	397 1/
1986	2/	38	435 1/

1/ Includes only first 1/2 of FY 1984
2/ New leases not included

Prior to the approval of the commencement of mining operations for producing leases, the operator/lessees do significant additional exploration in order to clearly define the coal resource and to determine the mining methods and sequence to be used. Prior to final mine plan approval, significant coordination occurs with Mineral Management Service (MMS) for royalty collection and Office of Surface Mining (OSM) for reclamation requirements. Significant interaction occurs between BLM staff and the operators/lessees to ensure that the final plan properly reflects the requirements of the Mineral Leasing Act (MLA) as amended by FCLAA, the operating regulations, the lease terms and conditions, and that maximum economic recovery will be obtained pursuant to the approved plan of operations. Receipt, approval, monitoring, and subsequent data analysis are an operations function on producing leases. In addition all producing leases require quarterly inspections to verify production, the setting of diligent development and continued operations requirements, and the enforcement of regulatory and lease requirements.

Operations activities on nonproducing leases fall into two general categories based on the status of the lease relative to FCLAA. Pre-FCLAA leases are not subject to the diligence requirements of FCLAA until readjustment or modification. For these leases, the operations activities center around annual on-the-ground inspections to determine if any unauthorized activities (drilling, exploration, or production) are occurring. Authorized activities which fall short of actual production (e.g., exploration, base-line environmental work) and which occur in compliance with the approved plans are inspected more frequently. The second category is nonproducing leases which have been issued, readjusted, or modified since the enactment of FCLAA. These require a significant additional work effort. Recoverable reserves must be determined based on analysis of data supplied by the operator/lessee so that the commercial quantities amount (1 percent of recoverable reserves, by regulation) can be established for diligence purposes. Consequently, additional negotiations and requests for additional information are part of the workload with nonproducing leases. The FCLAA requires the submittal within 3 years of lease issuance or readjustment after August 4, 1976, of a resource recovery and protection plan (R2P2) Because of the work associated with these two categories, nonproducing leases require a workload similar to producing leases.

All producing and nonproducing leases are continually monitored through the Solid Leasable Mineral System (SLMS) to ensure compliance with regulation and lease-term requirements and to ensure timely readjustments of the lease terms. Nonproducing leases may be consolidated in LMUs and such LMU formulations are anticipated in FY 1985 and FY 1986.

B. Coal Leasing

In response to 1984 reports by the Commission on Fair Market Value Policy for Federal Coal Leasing and the Office of Technology Assessment, the Department has studied numerous program revisions in FY 1984. A primary revision was to delegate to the Regional Coal Teams (RCTs) the responsibility for reviews of new leasing levels land use plans, activity plans, and the development of long-range coal planning schedules. These long-term planning schedules are presently in the early stages of development. Activity planning in the coal production regions will take place consistent with the long-range planning schedules, and RCT leasing recommendations will be based on current market analyses. The

Activities such as leasing by application for both emergency leasing and leasing outside coal production regions, processing preference right lease applications and the evaluation of existing land use and activity plans will occur using revised appraisal procedures and sale techniques where appropriate. Other activities that will continue include the issuance of coal exploration licenses and lease modifications.

The Department will encourage drilling by private industry to gather additional resource information. Private industry drilling will be used to complement Department coal drilling. The Federal Government plans to conduct drilling to "fill-in" locations having information gaps. All accumulated data will be used to evaluate coal quality, quantity, and other subsurface resource information. This information is necessary for two distinct and related phases of the coal leasing process. During land use planning, coal information is used to determine the potential development of Federal coal. This step is a part of the land use planning screens and is therefore a basic component for further analysis in land use and activity planning. Second, the results of the drilling will be used to delineate and select leasing tracts and conduct tract appraisals and market analyses.

The program emphasis will be directed towards improving data adequacy for future land use and activity plans, meeting National Environmental Policy Act (NEPA) mandates, and enhancing market analysis procedures.

C. Summary

The major units of accomplishment in the FY 1985 coal program includes $5 million for lease operations management consisting of $2.5 million for inspection and enforcement and $2.5 million for lease administration and lease adjustments. Additionally, $1 million will be used for coal drilling; and $5 million for land use planning, processing preference right lease applications (PRLA's), technical investigations, EIS's and market analyses.

PROGRAM TRENDS IN COAL LEASING AND OPERATIONS

	FY 1984**		FY 1985		FY 1986 Base	
	$ (000)	FTE	$ (000)	FTE	$ (000)	FTE
Operations	8,370	162	10,685	193	10,621	193
Leasing	10,228	198	7,123	152	7,080	152
	18,598	360	17,808	345	17,701	345

** Estimated

Workload Measures	FY 1985	FY 1986 Base	FY 1986 Estimate	FY 1986 Increase (+)/ Decrease (-) from Base
Postlease Management Actions Completed	2408	2812	2899	+ 87
Inspections	2400	5028	5376	+ 348
Lease Administration Actions	1612	1979	2129	+ 150
Exploration Licenses/ Permits Processed	234	285	285	---
Unsuitability Petitions	1	0	1	+ 1
Environmental Impact Statements	---	2	2	---
Sales & Leasing				
Lease By Application	---	1	+ 1	---
PRLA Processed	53	67	67	---
Regional Sale	---	---	1	+ 1
Emergency Sales	2	20	20	---
Lease Adjustments	376	497	586	+ 89
Lease Exchanges	3	1	3	+ 2
Inventory Technical Investigations	3	3	---	+ 3
GEM (000 acres)	330	330	330	---
Land Use Planning	1	1	2	+ 1
Classification & Economic Eval./No of Drill Holes	65	463	1650	+1187
Activity Plans	---	---	2	+ 2

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	17,701	22,893	+5,192
(FTE-T)	(345)	(367)	(+22)

A total increase of $5,138,000 and 22 FTE is proposed for FY 1986. The increase is composed of the major components described below.

Leasing: + $4,498,000 and 10 FTE. The increase consists of the folloiwng components:

o Drilling: + $2,600,000 and 2 FTE.

An increase of $2,600,000 is required to gather additional coal resource information used to determine future leasing. The increase is for drilling to "fill-in" locations having information gaps and to improve economic evaluations. The information will complement existing private industry

drilling and previous drilling conducted by the Federal Government. This information will assist in the evaluation of coal quantity, quality and other subsurface resource appraisals and for physical, environmental and market analysis during land use planning and activity planning. During land use planning, coal information is used to determine coal development potential by either surface or underground mining. This step is a basic component in land use planning. Second, the results of the drilling are critical to tract selections, delineations and market appraisals evaluations, and in activity planning. The increase in addition to the $1 million in the base program for drilling will provide a FY 86 coal drilling program of $3,600,000 to collect data in the western coal regions. It is estimated that approximately 1650 holes will be drilled and analyzed. However, regional conditions influence the estimates of numbers required, depth of the holes, and cost per foot to drill necessary to complete the evaluations.

o Land use Planning; Activity Planning & Technical Investigations: $1,898,000 and 8 FTE

An increase of $600,000 will be required to conduct hydrologic studies in support of land use and activity plans.

These plans use the drilling, technical investigations and other resource data for the application of unsuitability criteria, and for the preparation of market analysis, tract delineation, and regional EIS's.

The Regional Coal Teams (RCT's) responsibilities will be expanded to include the review of data adequacy for quality assurance and the development of long-range coal planning schedules. In addition more public involvement and Federal/State consultations will increase the steps and time required to prepare land use and coal activity plans prior to the announcement of future lease sales and the issuance of leases.

An increase of $446,000 and 3 FTE will be required to gather additional environmental information for land use plans during FY 1986. The increase will include baseline resource data inventories to enhance data adequacy for the land use plans. Approximately one third of a million acres will need to be inventoried for baseline information. The increase for data adequacy will enhance the link between land use planning and coal activity planning by ensuring that lands suitable for leasing will be considered in the coal activity plans. Lands with little potential for coal leasing will be dropped from consideration earlier in the process.

On the assumption competitive leasing will resume in FY 1986, an increase of $852,000 and 5 FTE will be required to develop two coal activity plans and to revise four existing activity plans to meet the new required steps and procedures during FY 1986. Activity planning will be consistent with (newly developed in FY 1985) long range schedules and Regional Coal Team (RCT) leasing recommendations.

Operations: + $694,000 and 12 FTE.

An increase of $640,000 is necessary to administer the requirements of the Federal Coal Leasing Amendments Act (FCLAA) of 1976 as follows:

o Lease Operations: + $354,000 and 7 FTE.

Twenty-four additional resource recovery and protection plans will require review and field assessment during FY 1986. The increase in reviews coupled with the 56 unit increase in diligence and continued operation compliance reviews coincides with the number of leases requiring compliance with FCLAA.

This includes diligent development and continued operations, resource recovery plans, commercial quantities determinations and maximum economic recovery determinations.

An additional 25 actions will be required to determine and establish bond requirements on existing leases and to administer leases qualified for advanced regulations in lieu of continued operations. It is expected that six additional applications will be reviewed for crediting production. Moreover, lease cancellations and lease terminations will each increase during FY 1986 to meet compliance with FCLAA. Quality assurance for each lease is maintained to prevent the loss of revenues during the active and inactive stages of the lease. Futhermore, payments are determined for advance royalties in lieu of continued operations.

o Inspection and Enforcement: + $182,000 and 3 FTE.

An additional 68 verifications of production will be required in FY 1986 as existing leases come into production and the enforcement of diligence and continued operations become effective for current non-producing leases. This will involve the inspection of operating leases on a quarterly schedule and inactive leases on an annual schedule. These leases will be field inspected for exploration activities and production verification. Production verifications are necessary to ensure that proper royalty payments are made to the Federal Government and to Indian Tribes for production from public and Indian lands. Moreover, compliance checks are made to ensure resource recovery, protection of resources and the environment, continuous operations and maximum economic recovery.

o Lease Adjustments: + $157,000 and 2 FTE.

During 1986, 38 Federal coal leases will be readjusted to comply with FCLAA and 43 CFR 3451. Readjustments occur on the 20 year anniversary date of a coal lease issued prior to 1976. The Bureau will process 35 additional coal lease assignments during FY 1986 and conduct 22 more lease reserve determinations and 4 additional LMU determinations. An additional 40 coal leases will require lease term and condition reviews, modifications and adjustments in FY 1986.

Lease assignments, lease terms and conditions, lease modifications and lease readjustments are required by FCLAA. Lease readjustments are conducted to bring old leases under the new terms and conditions authorized by FCLAA. These terms and conditions involve determining appropriate rental rates and readjustments for applicable rates. In additon, new diligent development and continued operations and three-year resource recovery/protection plan requirements are included in lease readjustments.

Distribution of change by object class

The object class detail for the proposed increase is as follows:

	FTE-T	Amount
Personnel compensation	+22	$770,000
Personnel benefits		108,000
Travel and transportation of persons		100,000
Transportation of things		79,000
Communications, utilities, and other rents		190,000
Printing and reproduction		80,000
Other services		3,615,000
Supplies and materials		170,000
Equipment		80,000
Total		+$5,192,000

OIL SHALE AND TAR SANDS

Objectives

- o Hold Regional Oil Shale Team (ROST) meetings to assess demand for Federal oil shale development, monitor existing oil shale leases, and coordinate with Oil Shale Environmental Advisory Panel;
- o Review oil shale minimum royalty production credits;
- o Extend planning analysis to evaluate oil shale and tar sands resource values for tracts to be offered in competitive lease sales and for cases involving disposal and exchange of lands;
- o Review, approve and inspect industry operations related to development and production on Federal lands.
- o Complete the processing and lease issuance for conversion of existing oil and gas leases in special tar sands areas to combined hydrocarbon leases and complete associated conversion EA's and EIS's;
- o Complete required activity planning and site-specific NEPA analysis to support second-round combined hydrocarbon lease sale and hold lease sale if there is sufficient demand; and
- o Ensure compliance with tar sands lease stipulations through compliance checks.

Base program

Base funding for the oil shale/tar sands program is $2,654,000 and 84 FTE-T.

Public lands in Colorado, Utah, and Wyoming contain the equivalent of about 2 trillion barrels of oil within the oil shale and tar sands reserves. These lands contain 80 percent of the Nation's oil shale and tar sands reserves with estimated recoverable reserves of 600 billion barrels of oil from oil shale; and 2-3 billion barrels of oil from tar sand. Maintaining an orderly monitoring system is critical to determine future leasing needs.

OIL SHALE

There are four oil shale leases in effect, two in Colorado and two in Utah. Operations are being conducted on all of these leases.

The major FY 1986 workload elements in the oil shale program will include: compliance and inspection work on existing leases, processing modifications in operating plans, coordination with State and local agencies, and completing environmental assessments. Major FY 1985 workload elements in the permanent oil shale program include: (1) completion of the Bookcliffs RMP in Utah and the Piceance Basin RMP in Colorado, and (2) completion of final regulations for Federal oil shale management. The two RMP's will serve as the basis for ROST meetings in FY 1986 to evaluate the demand for Federal oil shale development.

Section 20 of the Mineral Leasing Act of 1920, as amended, (30 U.S.C. 181) authorizes the Secretary of the Interior to lease Federal oil shale and, accordingly, to initiate a permanent oil shale program. This same authority served as the statutory basis for initiation and implementation of the current prototype oil shale program.

TAR SANDS

Major FY 1986 workload elements in the tar sands program will include processing assignments and issuing geophysical exploration permits and exploration licenses related to the leases expected to be issued in FY 1984 and FY 1985. In addition, the last conversion applications for oil and gas leases and mining claims and required associated NEPA work will be completed. Other activities will include resource evaluation and site-specific environmental analyses of the potential tracts to be considered in preparation for holding a second-round combined hydrocarbon lease sale in FY 1986, if there is sufficient demand.

The classification and resource evaluation program for these commodities is accomplished by developing geologic, engineering, and economic information from data submitted by the lessees, acquired through field examination, or obtained from the Geological Survey or other Federal agencies. Such information is required in selecting tracts of Federal land for lease and determining the resource values of tracts to be offered for competitive lease, exchange, or conveyance.

Post-Lease Operational Work

BLM also has the responsibility for supervising development operations on oil shale and tar sands leases. These responsibilities include engineering, environmental, and economic studies of operations on the existing oil shale

leases and combined hydrocarbon leases, as required by the lease terms, and inspection of all operations on leased lands to ensure that requirements for conservation of resources and environmental standards are met.

The workload in the oil shale and tar sands program is estimated as follows:

Workload Measure	FY 1984 Actual	FY 1985 Estimate	FY 1986 Base	Increase (+) or Decrease (-)
OIL SHALE				
Land-use planning (RMP's) completed	---	2	---	-2
Activity plans	---	2	2	---
Detailed development plans reviewed	1	4	4	---
Lessee submission reviewed	1	2	2	---
Inspections/compliance/ product verfication performed	300	254	254	---
Environmental actions	2	6	6	---
Monitoring studies	8	17	17	---
GEM assessments (000 acres)	396	396	396	---
TAR SANDS				
Combined hydrocarbon conversion leases issued	11	45	9	-36
Exploration licenses issued	3	3	3	---
Geophysical, exploration permits issued	5	8	8	---
Leasing plans prepared	---	18	53	+35
Competitive lease sales	---	1	1	---
Competitive leases issued	---	7	5	-2
Assignments processed	---	---	6	+6
Plans of development reviewed	13	25	25	---
Tracts evaluated	7	5	---	-5
Exploration plans approved	---	30	30	---
EIS's completed	2	3	1	-2
EA's completed	---	6	---	-6

Decrease for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	2,641	2,141	-500
(FTE-T)	(82)	(64)	(-18)

The FY 1986 decrease of $500,000 will be applied against tract delineation, associated NEPA analyses, and economic evaluations associated with oil shale lease sales. The reduction results from a lack of demand for Federal oil shale development. In lieu of FY 1986 activity planning, BLM will continue to evaluate the need for Federal oil shale development through public ROST meetings.

The workload changes in the oil shale program between the FY 1986 Base and Estimate levels is estimated to be as follows:

Workload Measure	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
OIL SHALE			
Activity plans	2	---	-2
Detailed development plans reviewed	4	6	+2
Lessee submissions reviewed	2	4	+2
Inspections/compliance/ product verfication performed	254	108	-146
Environmental actions	6	9	+3
Monitoring studies	17	22	+5
GEM assessments (000 acres)	396	385	-11

Distribution of change by object class

The object class detail for the proposed $500,000 decrease is as follows:

	FTE-T	Amount
Personnel compensation	-10	$350,000
Personnel benefits		50,000
Travel and transportation of persons		25,000
Printing and reproduction		15,000
Other services		50,000
Supplies and materials		10,000
Total		-$500,000

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Nonenergy Minerals

(dollar amounts in thousands)

Program Elements		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Mineral Materials Sales	$	2,374	2,174	2,174	-200	---
	(FTE-T)	(66)	(62)	(62)	(-4)	(---)
Mining Law Administration	$	8,081	8,037	8,137	+56	+100
	(FTE-T)	(230)	(230)	(232)	(+2)	(+2)
Minerals Leasing	$	4,226	4,206	4,106	-120	-100
	(FTE-T)	(100)	(100)	(98)	(-2)	(-2)
Uranium Operations	$	630	630	930	+300	+300
	(FTE-T)	(7)	(7)	(7)	(---)	(---)
Total Requirements	$	15,311	15,047	15,347	+36	+300
	(FTE-T)	(403)	(399)	(399)	(-4)	(---)

Authorization

43 U.S.C. 1732, 1744
P.L. 94-579

Federal Land Policy and Management Act of 1976, Section 302(b), authorizes the Secretary, by regulation, to prevent unnecessary or undue degradation of the public lands; and Section 314 provides for the recordation of mining claims and receipt of evidence of annual assessment work.

60 Stat. 1099

Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

30 U.S.C. 181 et seq.
P.L. 66-146

The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil, oil shale, natural gas, phosphate, sodium, potassium and gilsonite on the public domain.

30 U.S.C. 601 et seq.

The Material Sales Act of 1947, as amended, provides for disposal of common variety materials for commercial or industrial uses and free use for governmental entities.

43 U.S.C. 31(a)

The Act of March 3, 1979, as amended, provides for the classification of the public lands and examination of the mineral resources and products of the national domain.

30 U.S.C. 351-359	The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.
30 U.S.C. 1701 P.L. 97-451	The Federal Oil and Gas Royalty Management Act of 1982 is a comprehensive law dealing with royalty management on OCS leases as well as onshore Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and nonenergy leasable minerals.
30 U.S.C. 22 et seq.	The Mining Law of 1872, as amended, provides for the location of claims and patenting of proven claims for hardrock minerals (e.g., gold, silver, copper, nickel, zinc, lead and the like) on public lands in specified States, mostly in the West.

MINERAL MATERIALS SALES

Objectives

- Issue 830 sales contracts making mineral materials available for private and energy-related needs;
- Perform 1,800 compliance checks to verify conformance with contract stipulations designed to protect surface resources; and
- Issue 538 free-use permits to State and local governments.

FY 1986 program

The funding for mineral materials sales is $2,174,000 and 62 FTE-T at both the FY 1986 Base and Estimate levels.

The public lands provide an important source of mineral materials such as building stone, sand, gravel, and common borrow which are used in construction work and for energy and other industrial development. BLM sells mineral materials both competitively and noncompetitively. Mineral materials are also provided at no charge to qualified governmental entities for use in highway and other public projects. Community pits and common use areas are established to provide a convenient source of mineral materials to meet local needs, to minimize administrative work in processing sales and to restrict surface disturbance and use to designated areas.

Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the disposal contracts. Bureau personnel perform site checks to ensure compliance with these stipulations, to verify collection of appropriate payments for materials used, and to prevent or take action on any unauthorized removal of mineral materials.

The disposal of mineral materials is discretionary; however, it is Bureau policy to meet the public demand for these materials. If mineral materials were not made available from the public lands, there would be a significant impact on community, industrial, energy and mineral development in many areas of the Western States.

The FY 1986 level reflects a base shift of $200,000 and 4 FTE in response to the transfer of paleontological resources from mineral material sales to cultural resources management under the recreation resources management subactivity in the renewable resource management activity.

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base and Estimate	Increase (+) or Decrease (-)
Sales contracts issued	898	898	830	-68
Free use permits issued	538	538	538	---
Unauthorized use cases processed	34	34	34	---
Compliance checks conducted	1,737	1,737	1,800	+63
Environmental assessments completed	785	785	650	-135
GEM assessments (000) acres	450	450	450	---

MINING LAW ADMINISTRATION

Objectives

- Process 160 mineral patent applications;
- Process 700 plans of operation and 2,280 notices of intent for development of critical and strategic minerals and other locatable minerals;
- Keep records of unpatented mining claims and assessment filings current by recording 195,800 mining claims and 1,400,000 annual filings;
- Ensure consideration of critical and strategic minerals in land use planning and resulting decisions by performing mineral resource assessments on 400,000 acres; and
- Support the National Strategic Materials and Minerals Program Advisory Committee.

Base program

Base funding for mining law administration is $8,037,000 and 230 FTE-T.

Under this program, BLM administers the Mining Law of 1872. Under this law the Bureau determines the validity of mining claims; issues mineral patents; prepares mineral potential reports for withdrawals, land exchanges, sales and other land disposal actions; administers surface management regulations; and records mining claims and annual assessment filings. Also included are geologic and mineral resource assessments for multiple use management.

- Geology, Energy and Minerals (GEM) Assessments - In order to provide information for use in land use planning and the resulting decisionmaking process, an assessment of these resources (GEM) is initiated. Existing information is analyzed; and, where required for informed decisions, additional data are obtained. Resulting decisions affect the availability of lands to mineral entry; therefore, the quality of the GEM assessment is important to the future availability of possible sources of strategic and critical minerals.

- Recordation - Since the enactment of FLPMA, the Bureau has recorded 1.9 million mining claims or mill sites. The Bureau has also processed 2.7 million annual filings since 1976.

- Surface management on unpatented mining claims - Under Sections 302(b) and 603 of FLPMA, BLM administers surface management regulations (43 CFR 3802, 3809) designed to prevent unnecessary disturbance to the public lands resulting from operations conducted under the mining laws. For all mining operations other than "casual use," regulations require that either a "plan of operation" or a "notice" must be filed depending upon whether the area of disturbance is over or under five acres. In designated sensitive areas, including wilderness study areas, all surface-disturbing operations, regardless of size, require a plan of operation to ensure reclamation and to prevent impairment of wilderness values. BLM has 30 days to review a plan of operation and 15 days to review a notice. Notices do not require BLM's approval. Approval of plans is automatic unless the applicant is informed within the 30-day timeframe. Field examinations, resource assessments and environmental analyses may be required prior to the approval of plans. Compliance checks are made on each plan or notice to monitor conformance, ensure compliance with environmental stipulations, and ensure the completion of appropriate reclamation.

- Validity determination - When conditions warrant, the Bureau conducts a mineral examination to determine whether a mining claim meets all legal requirements.

- Processing patent applications - When a mining claim has been developed to the point where the claimant believes he has a valid mineral deposit, he may apply for patent to the claim. This involves:

  - Adjudication to ensure that the application is complete and legally filed; and

  - Field mineral examination to ensure that on-the-ground evidence supports the application and provides information needed to either

    . issue a patent, or

    . initiate contest proceedings to determine the mining claim validity.

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	Increase (+) or Decrease (-)
Patent applications processed	160	160	160	---
Mining claims recorded	160,000	195,800	195,800	---
Annual filings processed	990,000	1,400,000	1,400,000	---
Notices reviewed	1,900	2,280	2,280	---
Plans of operation reviewed	500	600	600	---
Compliance checks completed	3,000	4,500	4,500	---
Validity examinations completed	70	70	70	---
GEM assessments (000 acres)	200	200	200	---

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	8,081	8,181	+100
(FTE-T)	(230)	(232)	(+2)

The increase of $100,000 and 2 FTE-T is to improve BLM's effectiveness in administering the surface management regulations (43 CFR 3809, 3802) to prevent undue and unnecessary disturbance to the public lands from operations conducted under the mining laws. This additional funding will enable BLM to increase the number of plans of operation reviewed from 600 to 700.

Workload Measure	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
Patent applications processed	160	160	---
Mining claims recorded	195,800	195,800	---
Annual filings processed	1,400,000	1,400,000	---
Notices reviewed	2,280	2,280	---
Plans of operation reviewed	600	700	+100
Compliance checks completed	4,500	4,500	---
Validity examinations completed	70	70	---
GEM assessments (000 acres)	200	400	+200

Distribution of change by object class

The object class detail for the proposed $100,000 increase is as follows:

	FTE-T	Amount
Personnel compensation	+2	$70,000
Personnel benefits		9,000
Travel and transportation of persons		2,000
Printing and reproduction		1,000
Other services		13,000
Equipment		5,000
Total		+$100,000

MINERALS LEASING

Objectives

- Process 554 prospecting permits and 148 lease applications including preparation of geologic reports and mineral economic evaluations and 235 environmental assessments for phosphate, potassium, sodium, and other minerals in order to respond to industry's demand for these commodities;

- Perform 1,753 inspection/compliance checks to verify conformance with lease stipulations designed to protect surface resources;

- Perform 73 nonenergy mineral classifications, prepare classification maps, and provide mineral resource assessment data to support land-use planning and provide mineral reports for land disposal and leasing-related actions;

- Perform post-lease, management and supervisory activities on 73 exploratory and extraction operations undertaken by lessees and permittees; and

- Conduct inspection and enforcement actions, including 153 production verification checks on Federal and Indian lands.

Base program

Base funding for the nonenergy mineral leasing program is $4,226,000 and 100 FTE-T. Under this program, minerals such as sodium, phosphate, and potassium found on public and Indian lands, and lead, zinc and other strategic minerals found on acquired and Indian lands are managed by the Federal Government. The Mineral Leasing Act of 1920 removed sodium, sulfur, phosphate and potassium from location under the Mining Law of 1872 and provided a leasing system for their development. The Mineral Leasing Act for Acquired Lands of 1947 authorizes the lease of these minerals on acquired lands. The mineral leasing acts provide that (1) the Federal Government will obtain rental and royalty fees, (2) known mineral resource areas will be offered competitively, and (3) holders of prospecting permits who have explored for and made a discovery of a "valuable deposit" have a right to a preference right lease. The Reorganization Plan No. 3 of 1946 authorized the leasing of hardrock minerals such as lead and zinc on certain acquired lands. BLM is responsible for minerals resource assessment, classification, leasing, and post-leasing management on public lands, national forest lands and those other Federally-acquired lands where the Federal Government owns part or all of the mineral estate and the lands are open to leasing. BLM is also responsible for supervision of minerals operations on leased Indian lands, pursuant to various Indian leasing laws.

BLM must also (1) inventory and classify land for retention of mineral rights by the government in land disposal actions; (2) provide surface management agencies with data concerning nonenergy leasable minerals for land use planning; (3) review, approve, and inspect industry operations related to exploration, development and production; and (4) conduct production checks.

Post-lease management consists of actions taken and decisions made for the regulation of exploratory and extraction operations undertaken by industry after leases or permits are issued. Regulatory functions are performed in accordance with the Department's objectives of orderly and timely development, protection of the environment, and receipt of a fair return for all leased minerals produced.

Public lands are an important source of several nonenergy minerals as shown in the following table:

Mineral	Percent of National Production from Federal and Indian Lands (Public and Acquired)
Sodium (Soda ash)	37%
Phosphate	10%
Potassium (Potash)	84%
Lead	58%
Zinc	24%

- Sodium is used in the manufacture of glass and industrial scrubbers. Public lands are the principal source of natural soda ash.
- Phosphate is primarily used in the manufacture of fertilizers and animal feed supplements.
- Potassium (potash) is used by over 5,000 plants in the production of fertilizers.
- Lead is one of the most useful industrial metals. Its major uses are in automobile batteries, building and construction, and military and sporting small arms ammunition.
- Zinc is used in castings and rolled zinc, as a major alloying ingredient in brass, as a protective coating for steel, and as a chemical compound in rubber and paints.

Workload Measure*	Actual	FY 1985 Estimate	FY 1986 Base	Increase (+) or Decrease (-)
Prospecting permits	682	531	554	+23
Preference right lease applications	49	66	95	+29
Inspections	1,623	1,752	1,794	+42
Product verifications	68	186	186	---
Environmental assessments	235	245	245	---
Mining/exploration plans	121	142	142	---
Competitive/fringe leases	28	50	53	+3
Classification/competitive leases	81	91	91	---

*The workload measures for FY 1986 are different from the FY 1985 Justifications elements because of a redefinition of elements and more accurate information from field offices.

Decrease for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	4,206	4,106	-100
(FTE-T)	(100)	(98)	(-2)

The decrease of $100,000 and 2 FTE results from efficiencies in applying NEPA requirements. Environmental assessments (EA's) are being combined into regional studies, which reduces the total amount of EA's required. The regional EA's can support several individual actions making individual EA's for each action unnecessary.

Workload Measure	FY 1986 Base	FY 1986 Estimate	Difference
Environmental Assessments	245	235	-10

Distribution of change by object class

The object class detail for the proposed $100,000 decrease is as follows:

	FTE-T	Amount
Personnel compensation	-2	$ 59,000
Personnel benefits		8,000
Travel and transportation of persons		2,000
Printing and reproduction		8,000
Other services		11,000
Supplies and materials		12,000
Total		- $100,000

URANIUM OPERATIONS

Objective

- Perform management and supervisory activities for uranium operations on Federal and Indian lands including review of 40 mining and exploration plans, 400 inspections and 75 environmental assessments for operations on Indian lands.

Base program

The base program for uranium operations program is $630,000 and 7 FTE-T. Uranium is principally used in commercial applications in the generation of electric power; in the manufacturing of airplane counterweights; in uranium oxides for the chemical industry; in defense related applications; and increasingly in radioisotope applications for areas ranging from medicine to space. Public lands provide 5 percent of the Nation's production. In most

cases, uranium on Federal lands is a locatable mineral subject to the Mining Law of 1872, rather than a leasable mineral. However, uranium is leasable on Federal acquired lands and on Indian lands. BLM's program activity involves lease and permit application processing and supervision and inspection of these leasable uranium operations.

The development of uranium resources on Indian lands, especially in the Southwest and Northwest, has increased public and tribal awareness of (1) the effects of development on local and regional water supplies; (2) the nature of reclamation and revegetation practices; (3) spoil and mining waste management; (4) resource recovery practices; and (5) overall environmental problems. The lease supervision program addresses these concerns, evaluates their effects, and applies controls to mitigate any adverse impacts. Work efforts associated with analyses for NEPA compliance and operational inspections are expected to continue at FY 1985 levels. All workload measures are associated with Indian lands.

Workload Measure	FY 1985	FY 1986 Base	Increase(+)/ Decrease(-) from FY 85
Approve mining and exploration plans	35	40	+5
Prepare EA's	24	24	
Inspections	400	400	
Other management activities (Lease modifications, meeting with environmental and tribal council groups concerning reclamation issues)	95	115	+20
Abandoned mine safety and liability Control	---	---	---

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	630	930	+300
(FTE-T)	(7)	(7)	(---)

The $300,000 increase requested for FY 86 will be utilized for implementing the Bureau's abandoned mine safety and liability control activities in uranium. The statutory and regulatory responsibility for uranium operations includes reclamation and is thus an integral component of the program. Abandoned mine safety and liability control is an important constituent part of the reclamation responsibility. The activities associated with abandoned mine safety and liability control are broad in scope (inspection through actual reclamation) and will require several years to continuing effort. This FY 1986 increase will allow accomplishment of the first phase of this activity. The units of work refelcted by this increase are shown for FY 1986. A sampling of abandoned uranium mining operations sites are to be investigated as part of this workload. Essentially the policy is to assess and control the likelihood of adverse safety or liability conditions.

This funding will be used for the control of access to abandoned uranium mine sites identified as having potenially hazardous radioactive materials with priorities based on proximity to population and accessability to the public. Development of warning signs employee training, and other means of providing public awareness will be undertaken. These activities will assist in minimizing Bureau and Departmental liability and maximizing public protection from the potential hazards associated with abandoned uranium mine sites on Federal and Indian lands. This work will be contracted.

Increase

Workload Measure	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
Approve mining and exploration plans	40	40	---
Prepare EA's	24	24	---
Inspections	400	400	---
Other management activities (Lease modifications, meeting with environmental and tribal council groups concerning reclamation issues)	115	115	---
Abandoned mine safety and liability Control	---	22	+22

Distribution of change by object class

The object class detail for the proposed increase is as follows:

	Amount
Other services	280,000
Travel of persons	10,000
Transportation of things	10,000
Total	+ $300,000

Activity Summary

Activity: Lands and Realty Management

(Dollars in thousands)

Subactivity	FY 1984 Actual (B.A.)	FY 1985 President's Budget	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-) 1986 Est. over 1986 Base
Realty Operations	$ 37,391	$ 33,264	$ 33,111	$ 33,811	+ $700
Withdrawal Processing and Review	3,529	4,116	4,098	3,698	-400
Total	$ 40,920	$ 37,380	$ 37,209	$ 37,509	+ $300

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Realty Operations

(dollar amounts in thousands)

Program Element		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Rights-of-Way	$	4,352	4,602	4,602	+250	---
	(FTE-T)	(150)	(155)	(155)	(+5)	(---)
Lower 48 Lands Program	$	16,671	16,322	17,222	+551	+900
	(FTE-T)	(511)	(506)	(518)	(+7)	(+12)
Alaska Lands Program	$	12,241	12,187	11,987	-254	-200
	(FTE-T)	(284)	(284)	(280)	(-4)	(-4)
Total Requirements	$	33,264	33,111	33,811	+547	+700
	(FTE-T)	(945)	(945)	(953)	(+8)	(+8)

Authorization

43 U.S.C. 1701 et. seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976 (FLPMA), authorizes the Secretary:

43 U.S.C. 1713,1714 - to sell a tract of public land if the sale of such tract meets certain disposal criteria;

43 U.S.C. 1716 - to exchange public lands if the public interest will be well-served by making that exchange;

43 U.S.C. 1721 - to convey omitted public lands to a qualified occupant if it is in the public interest to do so;

43 U.S.C. 1732 - to manage the use, occupancy, and development of the public lands through leases and permits;

43 U.S.C. 1761-1771 - to determine suitability of public lands for right-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way; and

43 U.S.C. 1711 - to prepare and maintain inventories of all public lands.

30 U.S.C. 185
P.L. 66-146

Section 28 of the Mineral Leasing Act of 1920, as amended, authorizes the Secretary to determine suitability of public lands for oil and gas pipeline rights-of-way.

43 U.S.C. 315 P.L. 73-482	Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands as appropriate to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
43 U.S.C. 1616(d)	Section 17(d) of the Alaska Native Claims Settlement Act authorizes the Secretary to withdraw, 2/ to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification.
43 U.S.C. 869	The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.
43 U.S.C. 687b	The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
16 U.S.C. 1277	Section 6(d) of the Wild and Scenic Rivers Act authorizes the Secretary to exchange or dispose of suitable Federally-owned properties for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.
43 U.S.C. 641	Section 4 of the Carey Act of August 18, 1894 authorizes the Secretary, with the approval of the President, to patent to States, desert lands which are reclaimed, cultivated, and settled.

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

2/ Under various public land orders, public lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the public land laws, with some exceptions, including State selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended [30 U.S.C. Sections 181-287].

43 U.S.C. 321-323	The Desert Land Entry Act of 1877 provides for the reclamation by irrigation, of arid and semiarid public lands of the Western States through individual effort and private capital.
43 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 requires the preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.
16 U.S.C. 4601 P.L. 91-476	The King Range Act of 1970 authorizes the acquisition and exchange of lands in the King Range National Conservation Area.
43 U.S.C. 1181 P.L. 75-405	The Conservation of Timber on Certain Lands in Oregon Act of 1937 provides for classification of O&C lands more suitable for purposes other than forestry.
23 U.S.C. 932	The Federal Aid Highway Act of 1966 provides for the granting of rights-of-way on public lands for highways.
16 U.S.C. 3101 et seq. P.L. 96-487	The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) provides for the designation, management, and conservation of certain public lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes.
P.L. 96-586	Public Law 96-586 (Burton-Santini Act) authorizes and directs the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada; proceeds of which are to be used to acquire environmentally-sensitive lands in the Lake Tahoe Basin of California and Nevada.

RIGHTS-OF-WAY

Objectives

- Facilitate production and transportation of domestic energy and non-energy resources by processing right-of-way (R/W) applications, issuing permits, and monitoring construction involved with the operation and termination of rights-of-way over public land.

- As a prerequisite to R/W application processing conduct pre-application meetings and discussions with all prospective R/W applicants to ensure understanding of and obtain agreement on distribution of costs.

- Seek highest actual or reasonable levels of cost reimbursement attainable under existing laws and regulations.

- Provide funding for those processing costs (including pre-application costs) of R/Ws not reimbursable.

- Ensure that rights-of-way uses are compatible with other existing and proposed uses of Federal lands through establishment and use of R/W corridor and other appropriate means.

Base program

The FY 1986 Base and Estimate funding level for the rights-of-way program is $4,602,000 and 155 FTE-T.

This program element has been restructured in order to assemble in one place the non-reimbursable costs of processing all types of energy and nonenergy, rights-of-way. This will make for more efficient tracking of costs for programming, monitoring and funding purposes. The processing of rights-of-way applications, the issuance of R/W permits and the follow-up monitoring of construction make up the largest single workload of the Lands and Realty Management activity. A base shift of $250,000 has been effected to reflect the transfer of processing the non-energy R/Ws (formerly in the Lower 48 Lands program) to the Rights-of-Way program element.

Rights-of-Way casework includes all actions necessary to process public demand applications for oil and gas pipelines, power transmission lines, development and distribution facilities, applications from individuals, corporations, utility companies, associations and local and State governments for use of public land to construct and use small rural powerlines, canals, ditches, small farm irrigation and stock reservoirs, water pipelines, and roads, etc. In some cases, the requests are made to correct an unauthorized use.

The funding for processing of cost recoverable R/W work continues to be provided through the "Service Charges, Deposits, and Forfeitures" appropriation.

The FY 1986 base funding level provides for processing of approximately 600 applications. Processing these cases includes preliminary investigations which consider alternate site analysis, preparation of environmental assessments, appraisals, development of special permit stipulations, issuance of rights-of-way grants, and monitoring and construction to ensure compliance with permit stipulations.

Work funded by this program element includes items such as review of other agencies EIS's on rights-of-way, program management costs not chargeable to applicants, partial funding of BLM's lands and realty training program, corridor planning, and all pre-application work.

The amount of time for pre-application work varies from a few hours for small R/W's to many months for major R/W's. Pre-application work may include formal and informal meetings with prospective applicants; preparation of correspondence; site inspection (determined by the extent of the rights-of-way); internal clearance and coordination with planning and other specialists; and in general, ensuring in advance that the application meets the requirements of both parties in order to expedite processing when the application is received.

Language changes were proposed in FY 1985 in the Service Charges, Deposits, and Forfeitures appropriation to clarify the issue of what constitutes reasonable administra- tive and other costs in relation to what costs are to be reimbursed by the applicant. This clarification will clear up the ambiquity of the standing legislation and give a measure of stability to the funding, which in the past has been erratic.

Regulations are also being drafted which will provide a fee schedule for reimbursement of minor or smaller types of R/W and to outline more precisely the reasonableness criteria in FLPMA. The appropriation language change and new regulations should be in place to begin FY 1986 with the funding proposed above.

LOWER 48 LANDS PROGRAM

Objectives

- o Process land disposal cases, thereby making public lands available to other non-Federal agencies or the private sector where consistent with land use plans or specific legislation;
- o Dispose of unneeded public land at fair market value in order to improve land ownership patterns, improve cost effectiveness of managing Federal lands, and meet community or regional growth needs;
- o Complete land tenure adjustments needed to improve manageability of public land resource values, including boundary adjustments with the Forest Service;
- o Process land use authorizations on a pipeline basis.
- o Reduce casework backlogs by 20 percent by the end of FY 1986;
- o Act on cases of unauthorized use; and
- o Maintain and improve the land records system including the Automated Land and Mineral Record System (ALMRS) and respond promptly to public inquiries on land status.

Base program

Base funding for the Lower 48 Lands program is $16,322,000 and 506 FTE-T.

The name of this element is changed from Nonenergy Realty to Lower 48 Lands Programs; the processing of rights-of-way applications and permits has been shifted from this program to the Rights-of-Way program.

This program provides service to the public by issuing land use authorizations, land tenure adjustments and land disposal actions 1/ as authorized in existing laws. Also included in this program is the operation and improvement of the system for maintaining official public land records and the task of responding to public inquiries about public land status.

The following workload will be accomplished at the FY 1986 base funding level:

Workload Measure (# = cases)	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	Increase (+) or Decrease (-)
Nonreimbursable R/W processing	1,300	---*	---*	---
Recreation and Public Purposes (R&PP) leases and patent applications (#)	285	310	350	+40
State idemnity selections (000 acres)	120	50	10	-40
Exchanges (000 acres):				
State	390	140	60	-80
Private	175	147	155	+8
Desert land entries (#)	775	550	550	---
Public land offered for sale (000 acres)	62	40	40	---
Burton-Santini Act offers (acres)	700	700	700	---
NM Rio Grande occupancy resolution (#)	100	90	90	---
Unauthorized use (#)	310	450	450	---

*Beginning in FY 1985, all rights-of-way (energy and nonenergy) will be processed in the rights-of-way program.

Land Use Authorizations

Recreation and Public Purposes (R&PP) Act leases and patents generally fall under the "Good Neighbor" concept which embodies the principles of public service and responsiveness to which the Secretary and the Administration are committed. Many communities of the West are surrounded by public lands and are directly or indirectly dependent upon multiple use of those lands for economic benefits, recreational use, and other purposes. Land use authorizations processed by BLM assist local governments in meeting basic community service needs. Examples include authorizations for solid waste disposal sites and recreation sites.

1/ The category of Land use authorization includes the issuance of grants, leases, or permits for the use of public land for recreationand public purposes, and other non-mineral uses while ownership of the land remains with the Federal government. Land tenure adjustment is the exchange of parcels of land with non-Federal property owners or with States, or the adjustment of boundaries with other Federal agencies. Land disposal is the patenting of land (transfer of ownership) through sale or other conveyance authorities such as the Desert Land Entry Act and the Airport and Airways Act.

Land Tenure Adjustments

As entitlements under the State Indemnity Selection program are being satisfied, the States are turning increasingly toward exchanges to meet land use demands and to consolidate holdings. Private exchange opportunities also are being identified in completed land use plans as a means of consolidating ownership and enhancing the management of Federal properties. An estimated 215,000 acres will be exchanged at the FY 1986 base level to the benefit of both the Federal Government and other parties. Action will also be initiated on exchange proposals which will be consummated in FY 1987 and 1988.

"Project Bold", a complex exchange proposal involving the State of Utah and BLM, is not included in the base program acreage estimates. The project, designed to allow a statewide exchange of roughly equivalent value lands in order to block State-owned lands into manageable units, will also remove intermingled State lands from management areas administered by the BLM, National Park Service, Forest Service, the military and Indian reservations. Amounts and locations of lands to be exchanged are currently being worked out. If authorizing legislation is enacted, BLM will incur significant additional costs for processing title transfers, record notations, and preparing a new land status map. Funding for this work will then have to be sought through the budgetary process.

Approximately 250,000 acres of public lands are involved in the Navajo-Hopi land settlement in New Mexico and Arizona. This complex settlement was enacted into law in 1980. On July 1, 1983, the Navajo tribal council presented BLM with an application requesting the acquisition of six privately owned ranches in Apache County, Arizona. BLM is currently negotiating with the landowners to acquire their holdings through a land exchange. It left intact a prior selection of 35,000 acres of public lands in the Paragon Ranch area of New Mexico. The $4,500,000 supplemental appropriation made in FY 1984 will be used to equalize exchange values if necessary to complete acquisition in FY 1985 and 1986.

Land Disposals

The Bureau plans to convey 120,000 acres of public land to Western States under the State Indemnity Program in FY 1984 and an additional 50,000 acres in FY 1985. The Secretary of the Interior has assured the States that indemnity (in-lieu) land selections will be processed promptly in close cooperation with State governments. In a Memorandum of Understanding with the Western States Land Commissioners Association dated January 1, 1981, BLM agreed that more than one-half million acres should be transferred to the States in fulfillment of the States' outstanding indemnity rights. We anticipate that the States will apply for the remaining acreage of entitlement in FY 1986. BLM will process approximately 10,000 acres in FY 1986, leaving less than 10,000 acres remaining for later transfer.

Land sale offerings under the authority of Section 204 of FLPMA will continue at about 40,000 acres in FY 1985 and 1986. The objectives of the FLPMA land sale program continue to be to transfer public lands that have potential for higher and better uses in private ownership, to improve Federal management of lands through sale of tracts that are isolated or otherwise difficult to manage, and to dispose of lands acquired for a specific purpose that are no longer needed for that purpose or any other Federal purpose.

Work will also continue on sales in Nevada under the Burton-Santini Act, which provides for offering 700 acres annually in Clark County, Nevada.

Applications for desert land entries (DLE's) are received primarily in Nevada and Idaho where just over 1,900 applications were on file as of July 1, 1984. Approximately 550 cases will be processed in FY 1985 and the same amount at the FY 1986 base level. The rate of new applications is declining, with only 85 new filings received in FY 1983. There are circumstances in each State which presently limit BLM's ability to proceed at a faster rate:

Nevada - The BLM and State of Nevada have a very successful working agree- ment to ensure that groundwater reserves are not over appropriated. The State Engineer makes a determination in each hydrologic basin as to the number of acres that can be irrigated without a serious overdraft. Only after this determination does BLM proceed to examine the land since, in most cases, there is insufficient water. It may not be desirable or feasible to exceed the current pace.

Idaho - A November 1982 Idaho Supreme Court decision affected water rights on about 90 percent of the Snake River and its tributaries. Based upon this decision, the Idaho State Department of Water Resources has not acted upon any requests for water permits since December 1982. About 85 percent of the DLE backlog is involved in this decision area, all of which must be suspended for lack of a showing of water availability. We are, therefore, able to process only DLE's inside the decision area that do not otherwise meet disposal criteria. If the Idaho Supreme Court decision is modified or reversed prior to FY 1986, the number of cases processed in Idaho will increase.

Work at resolution of the long-standing dispute over title and unauthorized use in the "New Mexico Rio Grande Occupancy Resolution Area" will continue in FY 1986 at the FY 1985 level.

Other work essential to completing the responsibilities of the nonenergy realty program include the processing of unauthorized use (trespass) cases, preparing activity plans and amendments to MFP's, maintaining and updating a complex series of public land records, and responding to public inquiries regarding land status, availability and application procedures.

Automated Land and Mineral Record System (ALMRS)

The Automated Land and Mineral Record System (ALMRS) effort was initiated in FY 1983. It is comprised of automated realty and minerals case management, land description, land and minerals ownership/use authorization status and geographic coordinate data on all land and minerals ownerships where BLM has a surface and/or sub-surface management interest. The system will allow for logical progression from manual records to a fully automated system. This will enable BLM to eventually retire its existing manual hard-copy records which consist of the Historical Index, Master Title Plat (MTP) and Land Use Plat and are the foundation of the Bureau's lands, minerals, and renewable resources program activities. When fully implemented, the ALMRS system will contain data for approximately 46,000 townships.

Initial efforts in the ALMRS program have been devoted to automating lands and minerals casework. By May of 1984, 250,000 cases had been entered into the system which is now capable of providing automated serial register pages, various statistical reports, case counts, individual case tracking, and case abstracts. These efforts have assisted in identifying and elimimating backlogs in lands and minerals casework.

The next stage of the project involves developing the data bases for legal land description and current status. Systems design will also link these new data bases with the existing case data and the mining claim recordation data base. In 1985, data collection will be completed in the two pilot States of Arizona and New Mexico.

In FY 1986, actual operation of ALMRS in Arizona and New Mexico will begin. This includes case tracking, report generation (statistical and title reports among others) and some form of graphic display capability. Implementation and operation for the remaining States will begin in FY 1987. The approach of bringing states "on-line" into ALMRS, two at a time (as documented in earlier budget submissions) will be dropped in favor of a Bureauwide implementation approach that allows the remaining States to gather status and legal land descriptions for selected areas and to integrate this information with active case data to produce reports and adjudicate their land and mineral cases in key areas. This will allow all States to utilize the greater capabilities of the system that is developed and running.

The FY 1985 and FY 1986 Base funding includes $3,006,000 identified for ALMRS. Additional funding, primarily for equipment is identified in the Data Management subactivity.

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	16,322	17,222	+900
(FTE-T)	(506)	(518)	(+12)

The following increase workload will be accomplished at the FY 1986 Estimate level as compared to the base.

Workload Measure (# = cases)	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
Land use authorization			
Recreation and Public Purpose (R&PP) Leases and Patents (#)	350	450	+100
Land disposals			
State and Private Exchange (000 acres)	215	280	+65
Other			
Unauthorized use (#)	450	510	+60

Interest in the acquisition of public land under the authority of the Recreation and Public Purposes (R&PP) Act remains high. As of September 30, 1983, 649 applications covering 255,449 acres were pending action in the Bureau of Land Management, with 200 new filings in FY 1983. Although the number of applications processed at the base level in FY 1986 exceeds new applications, the backlog will remain high. Because of the backlog, BLM is not able to process new applications within the 10 month period that is desirable. In an effort to be more responsive to the needs of State and local governments, and further reduce the backlog, increased funds are requested to process an additional 100 cases.

As of February 1984, there were 330 exchange proposals pending action in BLM involving approximately 900,000 acres of public land. Many of these proposals have been made by the Western States Governors who wish to consolidate ownership in their states to maximize management control and efficiency. Additionally, 3,192,000 acres have been identified as being available for exchange in existing land use plans. Where exchange proposals meet important public objectives as determined through land use planning the BLM wishes to consumate these exchanges. In some instances, the state governments are sharing in the cost of case processing. It is also in the public interest to acquire through exchange parcels of land identified as enhancing resource management, i.e., apply management to a total area to improve overall rangeland vegetation, thereby increasing soil stability, water quality, wildlife habitat along with recreational values. The increase proposed will be used to process additional exchange proposals which are in the national interest involving 65,000 acres.

As of September 30, 1983, there were approximately 2,000 cases of unauthorized use of public lands managed by BLM. A recent Inspector General report in Idaho has identified a serious problem of agricultural trespass, and occupancy and/or agricultural trespass which have a high incidence in most Western States. Efforts will be increased in FY 1986 to resolve pending cases, particularly the most troublesome.

Distribution of change by object class

The object class detail for the proposed increase of $900,000 and 12 FTE-T is as follows:

	FTE-T	Amount
Personnel compensation	12	$420,000
Personnel benefits		60,000
Travel and transportation of persons		70,000
Transportation of things		35,000
Printing and reproduction		25,000
Other services		260,000
Supplies and materials		15,000
Equipment		15,000
Total		$900,000

ALASKA LANDS PROGRAM

Objectives

- Issue interim conveyances or patents on 2 million acres to Native corporations under the Alaska Native Claims Settlement Act (ANCSA).
- Convey 3.4 million acres to the State of Alaska, and
- Process 1,900 Native allotment parcels in Alaska to the point of approval for survey.
- Process other lands cases in order to expedite the conveyance of lands to the State of Alaska and Native corporations.

Base program

Base funding for the Alaska Lands Program is $12,187,000 and 284 FTE-T.

The base program in Alaska encompasses a number of different actions. The highest priority actions are State and Native conveyances. With base funding in FY 1986, interim conveyances or patents could be issued on 2 million acres of Native corporation selections. Also, 3.4 million acres could be patented or tentatively approved for patent to the State of Alaska. Ultimately, the Native corporations will receive patent to 44 million acres; and the State will receive patent to 104.5 million acres.

The annual acreage estimates for conveyances to Alaska Native Corporations and the State of Alaska are less in FY 1986 than in FY 1985, because in past years the larger blocks of land having the fewest title conflicts were conveyed to the Native corporations and the State of Alaska. Consequently, the acreage remaining to be conveyed is located in many small units containing most of the title conflicts. In FY 1985, 600 State conveyance documents will be adjudicated totalling 4.2 million acres. In FY 1986 the number of conveyance documents will increase to 650, but the acreage conveyed will decline to 3.4 million acres. In the case of Native conveyances, in FY 1985, 300 conveyance documents will be completed totalling 3.5 million acres. In FY 1986, 350 conveyance documents will be completed totalling 2.0 million acres. The amount of acreage conveyed is directly dependent upon the final resolution of appeals, adjudication of Native allotments, mining claims, other private inholdings and other valid existing rights, and completion of cadastral surveys of all inholdings and boundaries.

From FY 1985 through the 1990's, the number of documents processed will increase even though the total acreage conveyed each year will become smaller. At the base funding level, about 1,900 Native allotment parcels will be processed to the point of approval for survey.

The following workload will be accomplished at the FY 1986 base funding level:

Workload Measures	FY 1984 Actual	FY 1985 Estimate	FY 1986 Base	Increase (+) or Decrease (-)
Native conveyances (million acres)	2.1	3.5	2.0	-1.5
State conveyances (million acres)	5.0	4.2	3.4	-.8
Native allotments (parcels)	2,450	1,900	1,900	---
Land use authorizations (cases)	100	100	100	---
Land tenure adjustments (cases)	20	20	20	---
Compliance checks (cases)	50	50	50	---
Unauthorized use (cases)	84	70	70	---

Decrease for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	12,187	11,987	-200
FTE-T	(284)	(280)	(-4)

The following workload will be accomplished in Alaska at the proposed funding level as compared to the base.

Workload Measures	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
Native conveyances (million acres)	2.0	2.0	---
State conveyances (million acres)	3.4	3.4	---
Native allotments (parcels)	1,900	850	-1,050
Land use authorizations (cases)	100	100	---
Land tenure adjustments (cases)	20	20	---
Compliance checks (cases)	50	50	---
Unauthorized use (cases)	70	70	---

Plans are to adjudicate all cases in a given area in order to make best use of available resources. Because of this, the Budget Estimate reflects a realistic projection of the amount of Native allotment processing that can be completed in FY 1986. A significant effort in field reviews and adjudication during Fiscal Years 1983 through 1985 will have more Native allotment cases adjudicated and ready for survey than previously anticipated. Having a large number of Native allotments ready for survey ensures that patents can be issued to the State of Alaska and the Native Corporations at the level planned for Fiscal Year 1986 and beyond.

The costs of completing Native allotment field examinations are factors of location and proximity of parcels to be examined. In FY 1986, it is estimated that the reamining Native allotment parcels to be field examined and adjudicated are in close proximity to one another. The number of cases which will be processed will be adequate for the scheduled patent and conveyance schedules.

The Alaska Conveyance Schedules are:

(acres in millions)

	Thru FY 1983	FY 1984	FY 1985	FY 1986	Future
NATIVE CORPORATIONS					
Interim Conveyances & Patents					
Annually	---	2.1	3.5	2.0	6.1
Cumulative Total	30.3	32.4	35.9	37.9	44.0
STATE					
Tentative Approval For Patent					
Annually	---	4.8	4.0	3.2	37.6
Cumulative Total	54.9	59.7	63.7	66.9	104.5
Patent					
Annually	---	.2	.2	.2	81.8
Cumulative Total	22.1	22.3	22.5	22.7	104.5

Distribution of change by object class

The object class detail for the proposed decrease of $200,000 is as follows:

	$ Amount
Rent, communications, utilities	50,000
Other services	149,000
Supplies and materials	1,000
Total	- $ 200,000

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Withdrawal Processing and Review

(dollar amounts in thousands)

	1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
$	4,116	4,098	3,698	-418	-400
(FTE-T)	(120)	(120)	(112)	(-8)	(-8)

Authorization

43 U.S.C. 1711, 1714
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976, authorizes the Secretary:

- to review, by October 1991, certain withdrawals existing as of October 21, 1976, to determine whether, and for how long, they should be continued;
- to prepare and maintain inventories of all public lands; and
- to review all withdrawals having a specific effective timeframe.

43 U.S.C. 869

The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.

43 U.S.C. 687(b)

The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

43 U.S.C. 315
P.L. 73-482

Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands, as appropriate, to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

43 U.S.C 1601(e)	Section 3(e) of ANCSA provides that the lands in Alaska withdrawn for the administration of any Federal installation will be the smallest practicable tract as determined by the Secretary of the Interior.
16 U.S.C 1621 30 U.S.C. 181 note	Section 12(b) of the Alaska National Interest Lands Conservation Act mandates a review of withdrawals and other types of segregations and establishes a schedule of openings of public lands to operation of the general land laws, mineral leasing and mining.
43 U.S.C 1621 P.L. 92-204	Section 12(b) of the Alaska Native Claims Settlement Act provides for withdrawals and withdrawal review pursuant to the Cook Inlet Region Incorporated (CIRI) entitlement settlement.
43 U.S.C 31(a)	Geological Survey Organization Act authorized classification of public lands.
15 U.S.C. 79	Section 24 of the Federal Power Act, as amended, allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

Objectives

- Process new withdrawal applications on a pipeline basis,
- Continue withdrawal revocation processing on a current basis,
- Continue review of other agencies' withdrawals based on mutually approved schedules,
- Complete review of all BLM classification orders by FY 1987, and
- Continue review of waterpower and water storage withdrawals.

Base program

Base funding for the withdrawal processing and review program is $4,098,000 and 120 FTE-T.

The Federal Land Policy and Management Act (FLPMA), Section 204(1) requires a comprehensive 15-year review of certain withdrawals of Federal lands in the 11 Western States, exclusive of Alaska. There are extensive withdrawals in Alaska, which are being reviewed under the provisions of the Alaska Native Claims Settlement Act when possible conveyance to Alaska Natives is involved and under the provisions of the Alaska National Interest Lands Conservation Act and other authorities for possible opening of public lands to mining, mineral leasing, settlement, and other disposals.

FLPMA also requires that all applications for withdrawals and proposed revocations pending at the time of passage be processed by 1991. All withdrawal applications filed after passage must be processed within two years to limit the segregative effect of such applications.

A "withdrawal" closes Federal land to multiple use and dedicates it to a single or dominant use. Land classification orders can have a similar impact. FLPMA was, in part, a response to concern that withdrawals were being processed independently with no consideration of the cumulative or long-term impacts, especially on mineral and energy development. An updated inventory (mid-1981) under provisions of Section 204(1) of FLPMA identified 5,845 withdrawals covering 76 million acres. Classification orders segregated another 160 million acres partially or wholly from entry under the public land laws, including, in some cases, mining and mineral leasing. It is essential that withdrawal and classification reviews be conducted systematically and expeditiously to ensure that there are no unnecessary closures. This will make the maximum amount of public land available for multiple use.

In FY 1984, BLM and the other holding agencies developed mutually-approved schedules designed to complete review of other agency withdrawals by 1991. The review workload at the FY 1986 base level will consist almost completely of review of other agency withdrawals. Successful completion of the FY 1986 base schedule depends totally on the ability of other agencies to make timely submissions of their withdrawal rejustifications to the appropriate BLM State Offices. BLM is making every effort to encourage the other agencies to be responsive and is providing direction to other agencies as to which withdrawals should be reviewed first.

The withdrawal processing and review program in Alaska includes the review of Federal holdings pursuant to Section 3(e) of ANCSA, an integral part of the entire State and Native conveyance program. Alaska's withdrawal program also includes revocations/restorations and transfer of jurisdiction work for other Federal agencies in Alaska.

The waterpower program encompasses the identification, evaluation, and classification of Federal lands with significant water and power potential under the provisions of the Federal Power Act of 1926, as amended. Classifications are made to protect potential water and power resources from encumbrances and uses which would destroy site values for waterpower, and to provide land management agencies with information to ensure that potential water and power sites are included in land use plans developed by such agencies. The program was previously located in the Geological Survey, transferred to the Minerals Management Service (MMS), and then merged with BLM under the provisions of Secretarial Order No. 3087 of December 3, 1982.

In FY 1986, the waterpower program will continue a 7-year effort to review approximately 1,050 existing withdrawals for waterpower and water storage. Though the actual withdrawals can only be revoked with the consent of the Federal Energy Regulatory Commission (FERC), BLM will conduct these reviews to determine on a case-by-case basis if the water resource still exists and requires protection. Findings will be forwarded to the Secretary with recommendations for continuation or revocation of the withdrawals.

Base program workload accomplishments are estimated as follows:

Workload Measure	FY 1984 Actual	FY 1985 Estimate	FY 1986 Base	Increase (+) or Decrease (-)
Withdrawal applications processed	64	30	43	+13
Revocations processed	117	194	63	-131
Withdrawals reviewed	369	496	595	+99
Classifications reviewed	62	149	93	-56
Waterpower withdrawals reviewed	294	174	174	---

State office estimates reflect an increase (+13) in anticipated withdrawal applications. They also project a decline (-131) in the number of anticipated withdrawal relinquishment/revocation actions. The increase (+99) in other agency withdrawal reviews was based on earlier schedules and the assumption that other agencies would submit their rejustifications to BLM State offices in a timely manner. The decrease (-56) in classification reviews is based on the completion of more reviews by State offices earlier than scheduled.

Decrease for FY 1986

(dollar amounts in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	4,098	3,698	-400
(FTE-T)	(120)	(112)	(-8)

The revised "other agency" withdrawal review schedule projects a reduced workload for FY 1986. The decrease in the number of withdrawal reviews will not alter concentration on priority areas with mineral potential.

Planned workload accomplishments at the FY 1986 Estimate level as compared to the base are as follows:

Workload Measure	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-)
Withdrawal applications processed	43	43	---
Revocations processed	63	63	---
Withdrawals reviewed	595	465	-130
Classifications reviewed	93	93	---
Waterpower withdrawals reviewed	174	174	---

Distribution of change by object class

The object class detail for the proposed $400,000 decrease is as follows:

	FTE-T	Amount
Personnel compensation	8	$300,000
Personnel benefits		21,000
Travel and transportation of persons		30,000
Printing and reproduction		2,000
Other services		30,000
Supplies and materials		15,000
Equipment		2,000
Total		$400,000

Activity Summary

Activity: Renewable Resources Management

(Dollars in thousands)

Subactivity	FY 1984 Actual B.A.	FY 1985 President's Budget	FY 1985 Revised Estimate	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-) FY 1986 Est.Over 1986 Base
Forest Management	$ 6,112	$ 6,286	$ 6,286	$ 6,262	$ 6,862	$ +600
Range Management	36,334	33,519	33,519	33,180	35,280	+2100
Soil, Water and Air Management	16,595	12,882	12,882	12,837	13,837	+1000
Wildlife Habitat Management	13,515	11,705	11,705	11,662	11,812	+150
Recreation Management	18,360	16,077	16,077	16,217	17,417	+1,200
Fire Management	7,446	7,490	7,490	6,967	9,467	+2,500
Total	$98,362	$87,959	$87,959	$87,125	$94,675	+7,550

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Forest Management

(dollar amounts in thousands)

Program Element		1985 Approp. Enacted to Date	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Public Domain	$	5,347	5,323	5,923	+576	+600
	(FTE-T)	(145)	(145)	(146)	(+1)	(+1)
Western Oregon P.D.	$	939	939	939	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	6,286	6,262	6,862	+576	+600
	(FTE-T)	(145)	(145)	(146)	(+1)	(+1)

Authorization

43 U.S.C. 1711, 1732
P.L. 94-579

The Federal Land Policy and Management Act of 1976, provides for management, protection, and marketing of resources on a sustained yield basis; and for the preparation and maintenance, on a continuing basis, of an inventory of public land resources and other values.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

PUBLIC DOMAIN

Objectives

- Manage public land forest resources outside of western Oregon to maintain forest productivity to help meet current and future domestic needs for timber and other wood products;
- Offer for sale 92 million board feet of commercial sawtimber;
- Ensure timber sale contract compliance for environmental protection and receipt of payments as timber is harvested;
- Issue 83,000 fuelwood and other forest permits annually;
- Reforest harvested areas promptly;
- Achieve or maintain optimum conditions for tree and stand growth (thinnings/release);
- Improve site fertility (fertilization); and

- Protect seedlings from growth reduction or death caused by animals, heat, vegetation, and diseases.

All BLM public domain forest lands are managed under the Federal Land Policy and Management Act (FLPMA) of 1976. BLM's Forest Land Policy, which is based on this Act, requires management of these lands under multiple-use principles, for timber production as well as other uses and values, to achieve the widest range of beneficial uses on a sustained basis to meet national needs. This policy highlights the importance of timber production on these lands and states that no single use may preclude other uses unless it is congressionally specified or justified in a formal finding and is in the national interest. Within this broad policy directive, BLM manages the public domain forest lands to contribute to meeting the Nation's demand for wood products and to obtain fair market value for timber and forest product use.

This subactivity includes funding for the management and development of the Public Domain (PD) forested lands in the Western States and a funding contribution for those PD forest lands in western Oregon intermingled with the larger acreage of O&C lands. The programs are discussed separately below.

FY 1986 program

The FY 1986 base program is $5,323,000 and 145 FTE's. This program provides for the management and development of 2.1 million acres of commercial forest lands and 18 million acres of woodlands not capable of producing commercial timber but which are a source of fuelwood, posts/poles, Christmas trees, and pine nuts.

Commercial Forest Land Management

The commercial forest land program focuses on 1.2 million acres of commercial timber lands within the allowable cut base which annully produce 92 million board feet of timber valued at $7 million.

The major elements of the Timber Management component are timber sale planning, preparation and sale administration. Planning is done to identify the need for physical and legal access, cadastral survey requirements, and road design. Preparation includes sale layout, access acquisition, environmental analysis, timber cruising and appraisal, contract preparation and sale advertising. Sale administration involves conducting the sales and awarding the contracts for 100 sales planned in the six BLM Public Domain States (California, Colorado, Idaho, Montana, Wyoming and Western Oregon) with sawtimber programs.

An appropriate level of technical support and management expertise is also needed to conduct the forest management program. This includes multiple-use planning, inventory, and trespass abatement.

Inventory and management planning is the gathering of data necessary for preparation and maintenance of land use and timber management plans and the computation of the allowable harvest levels on a 10-year cycle.

Woodland Management

Historically, woodlands have received little intensive management, and wood products have been removed from these lands predominantly by free use. Management consisted of identifying those areas of dead wood or overgrowth where free use permits would aid in removing these products. However, in recent years, the public demand for these wood products has increased dramatically.

BLM managers are now emphasizing product sales and discouraging free use. Some inventory of these lands is being accomplished, and the variety of woodland products being sold is increasing. Activities carried out for other resource programs, such as removal of scrub stands by mechanical chaining to improve range conditions, have been redirected to yield forest product sales as well.

BLM has undertaken a long-term effort to inventory all of the 18 million woodland acres and to identify priorities for sales and other management activities. Inventories on 56,000 acres are planned to be completed in FY 1986.

Planned sales in FY 1986 are 130,000 cords of fuelwood, 60,000 Christmas trees, and other woodland products such as posts/poles, pine nuts, jojoba beans, cactus, boughs, and wildings with an estimated value of $1.2 million.

Workload Measure	FY 1986 Base and Estimate
Volume of timber sold/offered (million board feet)	92
Fuelwood and other forest product permits (000's)	83
Forest inventoried (000 acres)	219
Activity plans	12

Forest Development

Forest development provides for reforestation and other timber development practices which increase the productivity of the PD commercial timber lands. Reforestation is frequently necessary to ensure forest regeneration and to ensure that the new forest will contain the most desirable timber species. Prescribed burn and site preparation are often required prior to the actual reforestation. Land treatments are sometimes necessary so that planted seedlings can achieve full development without undue competition from other species which tend to proliferate in newly cut areas. Later, precommercial thinning culls selected trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. Precommercial thinning is especially important in many overstocked PD timber stands that have become stagnant and are particularly subject to insect infestation.

An analysis of the status of PD timber development investments indicates that backlogs of 20,393 acres of reforestation and 23,352 acres of precommercial thinning have developed through the years. The base level accomplishments of 1,810 acres of reforestation and 900 acres of precommercial thinning is adequate to remain current on workloads resulting from ongoing timber harvest but do not provide for reductions in the identified backlogs.

Workloads Measure	FY 1985 President's Budget	FY 1986 Base	Increase(+) or Decrease(-)
Reforestation (acres)	1,810	1,810	---
Precommercial thinning (acres)	900	900	---
Pest control (000 acres)	12	12	---
Seedling Planted (000)	828	828	---

Increase for FY 1986

(dollars in thousands)

	FY 1986 base	FY 1986 Estimates	Increase (+) or Decrease (-)
$	5,323	5,923	+600
(FTE-T)	(145)	(146)	(+1)

The proposed increase of $600,000 and 1 FTE will allow for increased reforestation on 2,360 acres, and 780 acres of precommercial thinning on commercial forest land outside Western Oregon to get a start on eliminating the identified backlogs in both of these development practices. A recent analysis indicated that backlogs of 20,400 acres of reforestation and 23,350 acres of precommercial thinning have developed over the years. The increased efforts will provide a start in eliminating these backlogs.

Workload increases in FY 1986 program are as follows:

	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (+) from Base
Volume of timber sold/offered (million board feet)	92	92	---
Fuelwood and other forest product permits (000's)	83	83	---
Forest invnetoried (CFL) (000's acres)	219	219	---
Activity plans			
Pest control (000's acres)	33	33	---
Site and stand improvement (acres)	900	1,680	+700
Reforestation (acres)	1,810	4,170	+2360
Seedlings planted (000's)	828	3,000	+2172

Distribution of change by object class

The object class detail for the proposed $600,000 increase is as follows:

Personnel compensation	29,000
Personnel benefits	2,000
Travel and Transportation of persons	2,000
Other services	567,000
Total	$600,000

WESTERN OREGON

FY 1986 program

The program level for forest management and development on public domain (PD) lands in western Oregon is $939,000 at both the FY 1986 Base and Estimate levels. Approximately 10 percent (or 240,000 acres) of the public forest lands in western Oregon intermingled with the revested Oregon and California (O&C) Grant Lands and Coos Bay Wagon Road (CBWR) lands are public domain lands.

The $939,000 will be combined with the Oregon and California Grant Lands Funds (separately appropriated) to manage all BLM-administered lands in western Oregon.

Although these intermingled public domain lands are managed under FLPMA, the actual management practices are generally the same as those implemented for the O&C and CBWR lands. The current management prescription is the result of the recently completed management plans which considered all reasonable multiple use mixes and analyzed their environmental impacts. From this effort the preferred alternative was selected by managers and documented in the records of decisions.

Since the program accomplishments associated with the PD, O&C and CBWR lands are very closely integrated and the lands are managed at the same intensively regardless of their status, the entire western Oregon program is discussed in the Oregon and California Grant Lands Appropriation justification, and the total workload measures are depicted within the O&C Grant Lands Timber Management and Timber Development and Reforestation programs.

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Range Management

(dollar amounts in thousands)

Program Element		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Wild Horse and Burro Management	$	5,081	5,066	6,066	+985	+1,000
	(FTE-T)	(90)	(90)	(88)	(-2)	(-2)
Grazing Management	$	28,438	28,114	29,214	+776	+1,100
	(FTE-T)	(745)	(728)	(728)	(-17)	(---)
Total Requirements	$	33,519	33,180	35,280	1,761	2,100
	(FTE-T)	(835)	(818)	(816)	(-19)	(-2)

Authorization

43 U.S.C. 1711, 1732, 1751, 1753 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.
43 U.S.C. 1901-1908 P.L. 95-514	The Public Rangelands Improvement Act of 1978 requires the improvement of range conditions on public rangelands, research on horse and burro population dynamics, and other range management practices.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.
42 U.S.C. 1241-1243 P.L. 90-583	The Carlson - Foley Act of 1968 authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.
42 U.S.C. 4321, 4331 4335, and 4341-4347 P.L. 90-190	The National Environmental Policy Act of 1969 requires the preparation of an environmental impact statement for any Federal project which may have a significant effect on the environment.
7 U.S.C. 1012-1013A P.L. 75-210	The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands.

16 U.S.C. 1331-1340 P.L. 92-195	The Wild Free-Roaming Horse and Burro Act of 1971, as amended, provides for the management, protection and control of wild horses and burros on public lands.
41 U.S.C. 501 P.L. 95-224	The Federal Grant and Cooperative Agreement Act of 1977 distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

WILD HORSE AND BURRO MANAGEMENT

Objectives

- o Protect and manage wild horses and burros through implementation of 15 herd management area plans and monitoring of 85 herd areas;
- o Protect all herd area resources by the removal of 10,500 excess animals; removals will continue in future years until populations are reduced to appropriate management levels as determined by land use decisions and subsequent monitoring;
- o Achieve an adoption program that is as cost effective as possible by charging adoption and transportation fees that partially defray the Federal costs of adoption;
- o Maintain a viable adoption program by adopting an estimated 7,750 animals, conduct an estimated 260 compliance checks in response to specific complaints of animal abuse, and issue 7,700 titles for animals adopted prior to FY 1985; and
- o Sell 4,500 1/ animals for which no adoption demand by qualified individuals exists, assuming that necessary legislative authorization is enacted by Congress before the beginning of FY 1986.

1/ Includes excess Wild horses and burros in corrals at end of FY 1985.

Base program

The base funding level for the wild horse and burro management program is $5,066,000 and 90 FTE-T.

An estimated 51,000 wild horses and 12,000 wild burros will inhabit the public lands under BLM's jurisdiction in FY 1986. The number of animals that can be maintained on a specific area is determined by the amount of food, water, cover, and space available for their use. Wild horses and burros must share their habitat with wildlife and domestic livestock. The proper balance of wild horses and burros, wildlife, and livestock is determined through BLM's multiple-use planning process, which includes opportunities for public participation, and by subsequent monitoring of the animals and their habitat. BLM estimates that approximately 21,000 wild horses and 4,000 wild burros can be maintained on the public lands as the appropriate management level.

Removal and disposition of excess wild horses is complicated by several public issues. BLM relies upon studies, inventories, and the planning process to determine the numbers of horses and/or burros to be maintained area by area. Nevertheless, opposition is often expressed by the various interest groups outside the planning process after these numbers have been set. There is also controversy when excess wild horses and burros are captured, and the question arises over their disposition. By law, BLM must provide animals for private care as long as there is an adoption demand by qualified individuals, and remaining excess animals must be destroyed in the most cost efficient and humane manner possible. Presently, a Bureau initiated moratorium is in effect on the destruction of healthly excess animals. By the end of FY 1984 more than 50,000 excess horses and burros had been adopted nationwide since the program's inception in 1973.

BLM has initiated measures to improve operation of the Adopt-a-Horse Program. Revised internal procedures have improved adoption application processing and BLM's review of applicants' qualifications. The application form was revised to require more explicit information from applicants concerning their facilities and transport equipment for the animals requested. By requiring more complete information from the applicants initially, BLM personnel have been able to expedite review of the applications. Brochures distributed to potential applicants have been revised to describe specifically BLM's standards for feed, water, space, shelter, and transportation so an individual can determine before applying whether she/he can meet BLM's qualifications for adoption of excess wild horses and burros.

BLM procedures have been revised to require verification of the qualifications of adoption applicants requesting more than four animals or requesting to maintain more than four animals in a single location. The verification must be a written certification by a veterinarian, local humane official, or similarly qualified official approved by BLM and must confirm that the adopter's facilities and capabilities are adequate to care for the number of animals requested.

Once an animal has been adopted and has received proper care for 12 months, the adopter may apply for ownership of the animal. During the 12-month adoption period, BLM conducts compliance checks in response to complaints received about housing or care being given to adopted animals. If problems are discovered, BLM may repossess the animal if its health and well-being are in jeopardy, or require the adopter, as a condition for keeping the animal, to take specific corrective actions. BLM has also established agreements with humane organizations in Colorado, Utah, Missouri and Pennsylvania to supplement its compliance activities at no cost to BLM. Additional agreements are under consideration in other locations.

Adoption fees were raised on January 2, 1982, to $200 for horses and $75 for burros in an effort to recover more of the adoption-related expenses and curtail the subsidy received by adopters. Instead, the higher fees had the effect of reducing adoption demand. The increased fee policy was the subject of litigation, and BLM was placed under a court-ordered moratorium on the destruction of excess animals for which no adoption demand existed. Although

fee collections increased under the policy from $62 per animal to $150 per animal, the moratorium and public resistance to the higher fee had the effect of nearly doubling adoption costs from $299 per animal to $583 due to increased holding time in corrals between capture and adoption and additional efforts required to locate adopters.

This litigation has now been resolved. Effective March 4, 1983, adoption fees for horses were reduced from $200 to $125 (in addition, adopters must also pay transportation costs from the facility where the animals are prepared for adoption to the adoption point). The fee for burros was retained at $75 per animal plus transportation costs. These fees are deposited in the Bureau's "Service Charges, Deposits, and Forfeitures" Appropriation and are available for use by the Bureau to operate the Adopt-a-Horse Program.

The number of animals adopted is increasing under the lower fee, but over 2,500 animals are as the end of FY 1984 being maintained in BLM corrals and adoption centers, at daily feeding costs of about $5,000. To remove and dispose of 10,500 animals annually, without sale authority, an estimated 2,250 animals will have to be destroyed annually. Otherwise, these animals would have to be maintained in corrals or adoption centers incurring high feeding and handling costs. Emergency rulemaking was published in May 1984 that gives the BLM Director the authority to waive or adjust the current adoption fee for those animals not being sought for adoption under existing fees. This rule has the potential of reducing the number of unadoptable animals.

Legislation was introduced in the 98th Congress (S.457 and H.R. 1675) which, if it had been enacted, would have granted BLM authority to sell any excess animals for which there was no adoption demand. Present law provides only for the humane destruction of unadopted animals. It was assumed that sale proceeds would go into the "Service Charges" Appropriation just as adoption fees now do and would be available for BLM to use in the wild horse and burro management program. Sale authority is desirable, and BLM supports the concept. The FY 1986 budget estimate has been prepared on the assumption that legislation granting sale authority to BLM will be enacted and in effect by the beginning of FY 1986.

The following table indicates program outputs:

Workload Measure	FY 1984 Actual	FY 1985 President's Budget	FY 1986 Base	Increase (+) or Decrease (-)
Studies	1	2	2	---
Herd management area plans implemented	10	15	15	---
Monitoring (# of herd areas)	70	85	85	---
Animals removed	6,400	10,500	10,500	---
Animals adopted	6,200	7,750	7,750	---
Animals destroyed	400	460	460	---
Animals sold	---	---	*4,500	+4,500
Compliance checks (adopters)	260	260	260	---
Animals titled	4,700	7,700	7,700	---

* Includes excess Wild horses and burros in corrals at end of FY 1985.

The change from previous estimates would be in sale of animals with the enactment of legislation to grant BLM authority to sell excess animals.

Compliance activities will remain the same as in FY 1985 because of better pre-adoption screening and targeting of inspections to include only new large scale adopters and those responding to by complaints.

At the base FY 1986 funding level, BLM would remove 10,500 excess animals from the public lands. Because maximum adoption demand is anticipated to be about 7,750 animals, most of the additional animals removed (4,500) would be sold. Destruction of old, sick, and lame animals is estimated at 460 animals.

BLM is attempting to manage population levels to be responsive to decisions reached in the planning process which allocates forage for wildlife, livestock, wild horses and burros. It will take approximately 20 years to reach the estimated appropriate management level of 25,000 animals at an annual removal rate of 10,500.

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	5,066	6,066	+1,000
(FTE-T)	(90)	(88)	(-2)

An increase of $1,000,000 is proposed in the FY 1986 Estimate.

$200,000 of the increase would provide for the removal of 500 additional animals from public lands resulting in a slight reduction in the base herd numbers of 60,000 animals.

$800,000 of the increase would provide for the care of excess wild horses and burros confined in BLM corrals. In the event that BLM is not granted sale authority all $1,000,000 would be used to maintain animals in corrals and fewer animals would be removed from the range.

PLANNED WORKLOAD

Workload measure	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
Studies	2	2	---
Herd management area plans implemented	15	15	---
Monitoring (# of herd areas)	85	85	---
Animals removed	10,500	11,000	+500
Animals adopted	7,750	7,750	---
Animals destroyed	460	500	+40
Animals sold	* 4,500	4,500	---
Compliance checks	260	260	---
Animals titled	7,700	7,700	---

* Includes excess animal in corrals at end of FY 1985.

Distribution of change by object class

The object class detail for the proposed increase of $1,000,000 is as follows:

	FTE-T	Amount
Personnel Compensation	-2	$ -51,000
Personnel Benefits		- 7,000
Travel		13,000
Other Services		200,000
Supplies & Material		845,000
		+1,000,000

GRAZING MANAGEMENT

Objectives

- o Protect, maintain, and improve the productivity of the rangeland resources by making and implementing equitable and supportable decisions about land uses, resource allocations, and grazing authorizations in a timely fashion through the resource management planning process;

- o Encourage participative management through cooperative management agreements with livestock operators who have demonstrated good rangeland management practices and provide incentives for private investments in range improvements on the public lands;

- o Categorize allotments and set priorities for management and development of areas designated for grazing (grazing allotments);

- o Meet the court-mandated schedule for preparing livestock grazing environmental impact statements (EIS's);

- o Conduct monitoring studies on 4,800 allotments to assist in determining proper stocking levels and to evaluate the effectiveness of management actions in achieving resource management objectives;

- o Initiate cost-effective rangeland improvements on grazing allotments that will help improve the condition of the rangeland for livestock grazing, wildlife habitat, watershed protection, and wild horse and burro habitat using funds in both Grazing Management and the Range Improvements Appropriation;

- o Issue 26,200 grazing permits or leases for livestock grazing on the public rangelands under the principles of multiple use and sustained yield, consistent with appropriate stocking levels determined from the best available information;

- o Conduct ecological site inventories on 5 million acres to support rangeland resource decisions and provide a baseline for monitoring. and;

- o Maintain cooperative programs with States for noxious weed control in accordance with Public Law 90-583, the Carlson-Foley Act of 1968.

Base program

Base funding for the Grazing Management program is $28,114,000 and 728 FTE.

BLM issues about 26,200 grazing permits, leases or adjustments annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that depend on 170 million acres of public lands for all or part of their yearly forage requirement. Administration of grazing on the public lands requires determining the amount and quality of forage available for livestock, wildlife, wild horses and burros, and other uses; implementing grazing plans; conducting compliance checks; monitoring rangeland conditions and trends; and maintaining existing rangeland improvements.

The grazing EIS's are being prepared under a schedule resulting from a court ruling on the Natural Resources Defense Council (NRDC) et. al. v. Morton et. al. case which required BLM to prepare 144 EIS's by the end of 1988. One hundred and nineteen grazing EIS's will have been completed by the end of FY 1985, and an additional 14 will be completed during FY 1986. Inventory levels are adequate to meet the EIS schedule with ecological site inventories being conducted on 5 million acres in FY 1986.

The Bureau's policy is to adjust livestock grazing to appropriate levels. The method of determining the apppropriate level of grazing use has been changed from use of a costly, single point-in-time forage production inventory to a more reliable monitoring program. Monitoring consists of an analysis of changes in range condition over time. Monitoring studies include forage utilization (a measure of the total amount of forage consumed by livestock, wildlife, wild horses, etc.), actual use (the number of livestock on the range), trends (changes in plant indicators such as frequency, density, etc.) and climate (measured precipitation). Monitoring efforts will continue to increase as EIS efforts wind down. Data collection needs vary by allotment depending on objectives, but 4,800 allotments will be monitored in FY 1986. The Bureau has developed a potential A-76 study to contract monitoring to land grant universities in a cost savings effort. The base funding level takes into account this savings.

BLM implemented a revised Grazing Management Policy on March 5, 1982 and Rangeland Improvement Policy on October 15, 1982, to ensure that funds are effectively spent. The effect of the grazing management policy has been to concentrate efforts and funds where the greatest need and potential for improvement exists. Reductions in expenditures have taken place for those areas already in suitable condition, where potential for improvement is low, where the cost of improvement would be extremely high, or where the existing management practices will maintain the presently acceptable conditions. The Rangeland Improvement Policy has encouraged private or other beneficiaries to contribute funds toward improvement of rangeland conditions and shifted maintenance responsibilities to the benefitting user. The Bureau is responsible for land treatment maintenance and due to annual fluctuations in maintenance requirements, a 1400 acre decrease is anticipated.

In cooperation with the Office of Management and Budget and economists from land grant universities, BLM has developed an investment analysis procedure for determining the cost effectiveness of rangeland improvement projects which is embodied in the Bureau's Rangeland Improvement Policy Statement. This procedure includes the use of benefit/cost (B/C) and other economic analyses to screen out or avoid unrealistic and ineffective investments and to assign

higher priority to those investments yielding the highest returns. As a result, the FY 1986 efforts will be concentrated on fewer allotments with more improvements to implement management plans in a shorter period of time.

CMA's will encourage operators to maintain or initiate good grazing management practices while at the same time reducing public expenditures for improving and managing the public lands.On April 22, 1983, the policies and procedures for implementing cooperativemanagement agreements (CMA's) were adopted. The CMA is a formal, written agreement between the BLM and livestock operators (or associations) who have demonstrated good rangeland management practices in which the operator is provided: (1) recognition of good stewardship; (2) a participate role in managing livestock grazing on the public lands; and (3) the assurance of tenure needed to encourage private investments in rangeland improvements.

The Public Rangelands Improvement Act (PRIA) of 1978 established a revised grazing fee formula on a 7-year trial basis for the grazing fee years 1979 through 1985. Based on this formula, the grazing fee in 1984 is $1.37 per animal unit month (AUM), a decrease of $.03 from 1983 and a decrease of $.94 from 1981. The fee is expected to remain at $1.37 per AUM in 1985. At the end of the trial period, the Secretaries of the Interior and Agriculture are to report to Congress on their evaluation of the PRIA grazing fee formula, other grazing fee options, and their recommendation on the fee schedule for 1986 and subsequent fee years. The on-going study includes projects to determine validity of private grazing land lease rates, comparison of various fee systems, and comparison of the values of public versus private grazing lands. The results of this study will be submitted to Congress in FY 1985, as required by PRIA.

The workload accomplishments of the grazing management program for FY 1984, FY 1985, and the FY 1986 Base levels of funding are displayed below:

Workload Measure	FY 1984 Actual	FY 1985 Pres. Budget	FY 1986 Base	Increase (+) or Decrease (-)
Grazing EIS's prepared	21	14	14	---
Allotments receiving Improvements 1/	520	495	350	-145
Allotments supervised	10,800	10,600	10,600	---
Allotments monitored	4,350	4,700	4,800	+100
New AMP's/CMA's written	250	100	285	+185
Projects maintained	315*	---	---	---
Land treatments maintained (acres)	10,000	12,400	11,000	-1,400
Leases/permits issued	26,200	26,200	26,200	---
Inventory (million acres)	3.7	3.0	5.0	+2.0
Weed control (projects)	5	5	5	---

1/ The data presented here show total accomplishments using a combination of funding from Grazing Management in "MLR" and the Range Improvements Appropriation.

* Rangeland Improvement Policy issued October 15, 1982, states "Provides that structural improvement maintenance will be assigned to the benefiting parties, with the BLM or other benefiting cooperators assuming maintenance of non structural improvements.

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	28,114	29,214	+1100
(FTE-T)	(728)	(728)	(---)

An increase of $1,100,000 is proposed in the FY 1986 estimate.

The public has viewed the completion of the grazing EIS's and subsequent planning decisions as committments to improve rangeland conditions. This funding will be used for implementing range improvements on 90 additional grazing allotments that meet the criteria of the Grazing and Range Improvement policies.

Range improvement would include fences construction, water development and land treatment.

PLANNED WORKLOAD

Workload Measure	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
Grazing EIS's prepared	14	14	---
Allotments receiving Improvements 1/	350	440	+90
Allotments supervised	10,600	10,600	---
Allotments monitored	4,800	4,800	---
New AMP's/CMA's written	285	285	---
Projects maintained	---	---	---
Land treatments maintained (acres)	11,000	11,000	---
Leases/permits issued	26,200	26,200	---
Inventory (million acres)	5.0	5.0	---
Weed control (projects)	5	5	---

Distribution of change by object class

The object class detail of the proposed increased of $1,100,000 is as follows:

	Amount
Land and Structures	$ 350,000
Equipment	50,000
Supplies & Material	700,000
Total	$1,100,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Soil, Water and Air Management

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Soil, Water and Air Management	$	11,582	11,537	12,237	+655	+700
	(FTE-T)	(263)	(263)	(263)	(---)	(---)
Hazardous Materials Management	$	1,300	1,300	1,300	---	---
	(FTE-T)	(15)	(15)	(15)	(---)	---
Total Requirements	$	12,882	12,837	13,537	+655	+700
	(FTE-T)	(278)	(278)	(278)	(---)	(---)

Authorization

43 U.S.C. 1701, 1711
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides for management of the public lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also provides for the preparation and maintenance of an inventory of public land resources and other values on a continuing basis and requires compliance with applicable State and Federal air and water pollution control laws.

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for the study of erosion control and development of improvements necessary to maintain an increased water supply.

33 U.S.C. 404
P.L. 95-217

The Clean Water Act of 1977, as amended, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing best management practices for the control of non-point source pollution.

43 U.S.C. 1901 et seq. P.L. 95-514	The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends of public rangelands. Improvements include any program to provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife.
42 U.S.C. 201 P.L. 95-190	The Safe Drinking Water Act Amendments of 1977 amended section 2 of the Safe Drinking Water Act requiring compliance with all Federal, State, or local statutes for safe drinking water.
16 U.S.C. 2001 P.L. 95-192	The Soil and Water Resources Conservation Act of 1977 provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.
42 U.S.C. 7401-7642 P.L. 95-95	The Clean Air Act of 1977, as amended, requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.
42 F.R. 26951 E.O. 11988	Executive Order 11988, Floodplain Management, May 24, 1977, provides for the restoration and preservation of natural and beneficial floodplain values on the public lands.
42 U.S.C. 6901 P.L. 94-580	The Resource Conservation and Recovery Act (RCRA) of 1976 authorizes EPA, by regulation, to manage hazardous wastes on active disposal operations. The Act waives sovereign immunity so Federal agencies are subject to all State and local requirements developed under EPA's guidelines.
42 U.S.C. 9601 P.L. 96-510	The Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980 provides for liability, compensation, energy response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed of. Federal agencies are also expected to require cleanup by responsible parties or to use direct appropriations for this purpose.
46 F.R. 42237 E.O. 12316	Executive Order 12316, Responses to Environmental Damage August 14, 1981, assigns agency responsibility for hazardous waste spills, abatement actions and liability and financial responsibility.

43 FR 47707
E.O. 12088

Executive Order 12088, Federal Compliance with Pollution Control Standards, October 17, 1978, sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

Soil, Water and Air Management

Objectives

- Inventory 7 million acres of soil resources to provide soil data to meet the court mandated grazing EIS schedule;
- Stabilize and reduce erosion to ensure productivity of rangeland and forestland soils by increasing appropriate ground cover; and place emphasis on maintenance of 210 priority watershed projects.
- Ensure the availability of water of sufficient quantity and quality on public lands for multiple use needs by documenting and filing for 1,800 water rights claims in compliance with State law and meeting State water adjudication deadlines and monitoring;
- Protect public land groundwater recharge areas and preserve groundwater supplies and quality from indiscriminate use and contamination;
- Ensure compliance with Federal, State, and local air and water quality standards and regulations in a practical, expeditious and environmentally sound manner; and
- Provide soil, water and air resource information and technical expertise for use in in planning development and management of BLM multiple use programs, such as energy, minerals, forest and range programs.

Base program

The base and proposed level of funding for the soil, water and air management program is $11,537,000 and 263 FTE-T.

The program provides basic data and technical expertise for soil, water and air resources. The program includes monitoring efforts to determine the effectiveness of BLM management programs on the public land watersheds and airsheds, and to determine if management actions and investments are achieving the intended objectives while meeting required water and air quality standards. Watershed planning, development, and maintenance provides for stabilizing soils, improving water quality through land treatment or development, and placing emphasis on correcting unsafe structures and protecting public health and safety.

Soil inventory will be completed on 7 million acres, and this will be adequate to meet the court-mandated EIS schedule. By the end of FY 1986, 145 million acres of public land will have been inventoried allowing for these efforts to continue to decrease.

The water program provides for 2.5 million acres of baseline hydrologic inventories needed in support of BLM planning efforts. In response to Western States water adjudications, the BLM will be conducting water use inventories on 6,200 sources to locate and quantify all water sources and associated uses. This information is used to file 1,800 water right claims in compliance with State law where adjudication of water for beneficial uses is being done. In addition, funding is provided to monitor water quality at 800 stations at the most sensitive environmental areas, such as ground-water discharge areas as a result of oil and gas production.

The air program will operate 55 monitoring stations to provide data on climatic conditions and air quality for BLM planning, and EIS efforts and support to operational activities such as grazing management, prescribed burning, smoke management, fire rehabilitation, and energy and mineral development. With increased use of prescribed burns in forest management and rangeland activities, increased emphasis is being placed on modeling for smoke management. Eight burn plans will be modeled for compliance with smoke management and air quality regulations.

As a cooperative member of the Interagency Task Force on Acid Precipitation, the BLM will operate 13 acid rain monitoring stations in the Western United States. This will determine baseline conditions and assess the significance of acidic deposition in support of the Federal Acid Rain Program objectives of determining nationwide trends and impact assessments.

The program also assesses needs, develops plans, and implements watershed improvement projects to control erosion, runoff, flooding, salinity and water quality. In FY 1986 emphasis will be placed on maintaining existing projects in good condition with funds targeted to correct unsafe or deteriorating watershed conditions and for protection of human health and property. As a result, maintenance funds will be directed toward 210 projects that include a variety of small structure sediment and flood control dams and land treatment measures. The structures were constructed to control erosion due to water or wind and since the primary benefactor is the Bureau, maintenance if these projects has been assumed. This is in line with the Bureau policy of assigning structural improvement maintenance to benefiting parties. Watershed improvement will be decreased from FY 1985 as more emphasis is placed on maintenance of these projects.

The Bureau will inspect and evaluate dam structures to ensure they are safe and do not endanger life or property. As a result of these inspections, 15 rehabilitation projects on structures were identified.

The Bureau will continue to develop activity plans following completion of land use planning to ensure that funds are targeted to those areas of highest priority and derive the most benefits. Monitoring efforts at 200 stations are planned to determine if activity plan objectives are being met.

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The following table indicates program outputs for this activity occurring in FY 1984, FY 1985, and at the FY 1986 Base level.

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	Increase (+) or Decrease (-)
Soils				
Inventory (million acres)	10.2	7.8	7.0	-.8
Water				
Baseline hydrologic inventory	2.5	2.5	2.5	0
Use inventory (# sources)	8,300	6,200	6,200	0
Monitoring (# stations)	2,680	800	800	0
Water rights claims (#)	1,800	1,200	1,800	+6
Air				
Air/climate monitoring (# stations)	55	55	55	0
Acid Rain				
Monitoring (# stations)	11	12	13	+1
Air modeling (# burn plans)	4	6	8	+2
Watershed				
Activity plans (#)	60	35	35	---
Monitoring (# stations)	220	200	200	0
Improvements (# projects)	130	115	105	-10
Maintenance :(# projects)	185	200	210	+10
Dam safety (# rehabilitation projects)	10	15	15	0

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	11,537	12,237	+700
(FTE-T)	(263)	263	(---)

An increase of $700,000 is proposed in the FY 1986 estimate.

This $700,000 is a one time increase to be used on maintenance of structural watershed projects that were deferred in FY 1985 in an attempt to fund the existing backlog of necessary but non-emergency work on a routine basis. Emergency repair would be handled through 101 transfers and/or supplementals as appropriate. BLM maintained facilities such as sediments and flood control dams incurred serious damage as a result of heavy rains in 1983, record spring runoff in 1984, and the serious earthquake in Idaho, this damage required attention and was placed in the 1985 work plan requiring other work to be deferred.

PLANNED WORKLOAD

Workload measure	FY 1986 Base	FY 1986 Estimate	Increase(+) or Decrease (-)
Watershed Maintenance (# projects)	210	258	+48

Distribution of change by object class

The object class detail of the proposed increase of $1,000,000 is as follows:

	Amount
Other Services	500,000
Supplies and materials	150,000
Equipment and materials	50,000
Total	$ 700,000

Hazardous Materials Management

Objectives

- o Identify over 40 hazardous waste sites on BLM lands, assess their risks, and rank them.
- o To have engineering studies or remedial action plans prepared for 2 or more hazardous waste sites on the public lands.
- o Respond to 12 or more emergency control/containment situations, involving hazardous waste, on public lands.
- o Conduct resource damage assessments on 5 sites on public lands.

FY 1986 Program

The base program and estimate level for the BLM's hazardous materials management program for FY 1986 is $1,300,000 and 15 FTE-T. BLM's role in managing hazardous materials on the public lands is defined in the Resource Conservation and Recovery Act (RCRA) of 1976, the Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980, and Executive Order 12316, Responses to Environment Damage.

The program will integrate and coordinate a range of activities needed for the prudent management of hazardous wastes on public lands and the protection of public health and safety from the effects of hazardous materials (e.g., site identification and ranking, scheduled cleanups, training and damage assessment)

and ensure a Bureau policy of compliance with applicable Federal and State laws. Program emphasis has been on developing program policies and procedures; finding, evaluating and initiating cleanup on the most pressing past problem sites; implementing systems to control current incidents; and developing procedures to reduce future risks and liabilities to BLM in connection with routine Bureau operations or permitting actions.

In FY 1986, the program emphasis will shift slightly from site inventory and identification to site planning and clean up of abandoned waste sites. Funding under the hazardous materials management program does not include traditional BLM activities that, while related to hazardous materials, are an integral part of a resource management program (e.g., minerals surface management and operations, sale or lease management of sanitary landfill, sites, handling and disposal of herbicides, waste management engineering, etc.).

More than half of the FY 1986 program is devoted to activities to find and clean up abandoned hazardous waste sites on public lands. About $690,000 will be used for site inventory and identification, site assessment and ranking, cleanup studies and plans, and cleanup and litigation support to recover costs and damages. The remainder of the funds will be used to establish the program, initiate waste control activities, develop policies and procedures needed to reduce future costs and liabilities, provide program and safety training to employees, and ensure compliance with the laws.

Funding is not being requested for scheduled clean up of major hazardous waste sites although strategies are being developed for addressing this issue.

The following table indicates program outputs.

Workload Measure	Units	FY 1985	FY 1986
Inventory	acres	40 million	5 million
Site identification, risk assessment and ranking	sites	75	42
Engineering studies and remedial plans	sites	2	2
Cleanup and litigation support	sites	2	2
Resource damage assessment	sites	--	2
Emergency responses	cases	12	12

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Wildlife Habitat Management

(dollar amounts in thousands)

	FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements $	11,705	11,662	11,812	+107	+150
(FTE-T)	(270)	(270)	(270)	(---)	(---)

Authorization

43 U.S.C. 1701, 1711 P.L. 94-579	The Federal Land Policy and Management Act of 1976 directs that the public lands be managed in a manner that will provide food and habitat for fish and wildlife. Section 201(a) provides for the preparation and maintenance of an inventory of public land resources on a continuing basis. Section 401(b)(1) authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement and management of wildlife habitat.
16 U.S.C. 715 P.L. 70-770	The Migratory Bird Conservation Act of 1929, as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.
16 U.S.C. 1531 et seq. P.L. 93-205	The Endangered Species Act (ESA) of 1973, as amended, provides for the protection and recovery of threatened or endangered species and their habitats.
16 U.S.C. 670 et seq. P.L. 93-452	The Sikes Act of 1974, as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for wildlife management on public lands.
43 U.S.C. 1901 et seq. P.L. 95-514	The Public Rangelands Improvement Act (PRIA) of 1978 directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values. The Act provides for on-the-ground funding of wildlife habitat protection, improvement and maintenance projects.

42 F.R. 26951 EO 11988	Executive Order 11988, Floodplain Management (May 24, 1977) provides for the restoration and preservation of national and beneficial floodplain values on the public lands.
42 F.R. 26961 EO 11990	Executive Order 11990, Protection of Wetlands (May 25, 1977) directs that wetland and riparian habitats on the public lands be identified, protected, enhanced, and managed.

Objectives

- Complete wildlife habitat inventory and monitoring essential to support multiple use planning and to help resolve resource allocation conflicts or issues involving energy and minerals development, land sales, grazing, and forestry;

- Encourage and provide incentives to State and local government agencies and private organizations to support habitat improvements through voluntary contributions of funds, materials and labor, and to join in cooperative management agreements (CMA's) to share responsibility for habitat maintenance and improvements;

- Maintain and improve wildlife habitat by implementing habitat management plans;

- Conduct 16 research and development projects to answer significant management questions and improve management capability;

- Conduct threatened or endangered (T/E) species habitat inventory on 2.4 million acres to ensure that BLM actions do not jeopardize T/E species and to provide information for development and implementation of recovery plans; and

- Comply with the statutory requirements of the ESA to provide for recovery of T/E species by assisting in the development of 15 recovery plans, and the implementation of 44 recovery plans, involving 41 listed species, and continuing management of habitat for 42 other T/E species without recovery plans.

- Provide the information and implement management actions necessary to minimize the need to list additional species as threatened or endangered.

Base program

The base program of $11,662,000 and 270 FTE-T provides funds for the protection and management of fish and wildlife habitat on public land, including habitats of threatened and endangered species of fish, wildlife and plants.

BLM's role in wildlife habitat management is distinct from that of the Fish and Wildlife Service or State wildlife agencies, which manage wildlife populations by regulating hunting and fishing, by managing wildlife refuges or other habitat, for the exclusive use of wildlife and through activities such as captive propagation of animals that are subsequently released into the wild.

The BLM does not regulate hunting or propagate species, but instead manages the habitat of wildlife species found on public lands. Due to joint responsibilities for wildlife resources, cooperative management with other Federal and State wildlife agencies is necessary to improve cost effectiveness and ensure the accomplishment of common objectives.

The BLM habitat management program has two primary aspects. One is providing data and expertise in land use and for decision making processes and for the preparation and use of resource management plans. The other involves wildlife habitat improvements and project maintenance carried out pursuant to the objectives specified in an activity plan. Major components for the programs include habitat inventory, monitoring, habitat management plans preparation and implementation, habitat project maintenance and research and development.

Wildlife habitat inventories continue to decrease as court-mandated grazing EIS work nears completion. The inventories funded in FY 1986 are to support resource management plans (RMP's) and grazing EISs. These inventories will cover approximately 6.4 million acres of terrestrial and wetland habitat and 600 miles of aquatic and riparian habitat.

Monitoring efforts are increasing with the shift from costly one-point-in-time inventories to a more cost-effective program of baseline inventories backed by multi-year monitoring and evaluation of resource conditions. Under the base level of funding, 17 million acres of terrestrial and wetland habitat and 1,800 miles of aquatic and riparian habitat will be monitored.

Attention will focus on implementation of existing habitat management plans (HMP's). Habitat improvements resulting from this implementation of existing HMP's and other plans that involve wildlife habitat will affect about 2.5 million acres of terrestrial and wetland areas and 250 miles of aquatic and riparian habitat. This includes accomplishments with the use of contributed funds, materials, and labor, which now add to BLM's habitat improvement efforts.

Under the base level of funding, maintenance activities such as repair of fences, and water structures will maintain the suitability of approximately 1.8 million acres of terrestrial and wetland habitat and 550 miles of aquatic and riparian habitat. Through CMA's and other agreements, the BLM is encouraging State wildlife agencies and public groups with interests in hunting, fishing or other wildlife-related activities to participate in the maintenance of wildlife improvements.

The base level provides funding for work on 16 research and development projects. Research projects are systematic, intensive investigations directed toward obtaining new or fuller scientific knowledge needed to solve problems faced by the Bureau. Development projects involve the orderly process of using research and other data to produce materials, devices, systems, or methods that enhance management capability.

In recognition of the States' responsibility for the management of resident wildlife, the BLM encourages States and other primary beneficiaries to invest in habitat improvements and project maintenance through contributions and donations of funds and time. BLM estimates that State and local contributions will be about $500,000 in FY 1986. Therefore, within the base funding level

matching funds are available for project work under the authority of the Sikes Act. These cooperative efforts of time and funding will supplement existing habitat management program capability.

The following table summarizes planned accomplishments at the FY 1986 level in comparison to accomplishments in FY 1984 and FY 1985.

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	Increase (+) or Decrease (-)
Inventory				
Terrestrial/wetland (000 acres)	7,198	7,122	6,386	-736
Aquatic/riparian (miles)	877	659	583	-76
Monitoring				
Terrestrial/wetland (000 acres)	17,586	15,727	17,025	+1,298
Aquatic/riparian (miles)	2,080	1,557	1,759	+202
New HMP's written (#)	15	---	---	---
Improvement				
Terrestrial/wetland (000 acres)	1,832	1,547	2,450	+903
Aquatic/riparian (miles)	212	238	252	+14
Maintenance				
Terrestrial/wetland (000 acres)	4,057	2,014	1,808	-206
Aquatic/riparian (miles)	208	538	552	+14
Research/development projects (#)	21	16	16	---

At present, the public lands provide part or all of the habitat requirements for 62 species of animals and 24 species of plants listed as threatened or endangered. In addition 141 vertebrate species, 29 invertebrates and several hundred plants have been listed by the Fish and Wildlife Service as being considered for listing as threatened or endangered. These are referred to as special status species.

The BLM's endangered species management program is designed to: (1) comply with the requirements of the Endangered Species Act (ESA), which are to avoid jeopardizing the continued existence of any T/E species and to implement positive management programs to bring about recovery of T/E species; and (2) prevent special status species from being listed as threatened or endangered.

To comply with the ESA, the BLM has developed a screening process to ensure that Bureau actions do not jeopardize T/E species. This includes maintaining an up-to-date inventory of all T/E species and their habitat on BLM lands and having field biologists evaluate proposed action to determine impacts on T/E species. The objective of this screening process is to protect T/E species while ensuring that resource programs move ahead efficiently without unnecessary delays. To meet these requirements 2.4 million acres will be inventoried; and BLM will continue work on four research and development projects in FY 1986.

The BLM cooperates with the other Federal and State agencies to plan for the recovery of a listed T/E species. This process includes the development of

recovery plans under the auspices of the FWS. Bureau biologists frequently provide expertise and data for the preparation of these plans. The plans identify why the species was listed, what steps must be taken to bring about delisting, and each agency's responsibilities in the recovery process. The BLM then develops an action plan to accomplish the Bureau's portion of the recovery effort.

BLM's endangered species program will include involvement with a higher number of species than in FY 1985. BLM will provide expertise and data for use in the preparation of 15 new recovery plans and will implement 44 existing recovery plans to benefit 41 listed T/E species, and continue management of 42 other species without recovery plans.

Special status species management is designed to ensure Bureau actions do not contribute to listing these species as threatened or endangered by ; (1) developing and continually updating a data base for use in making land use decisions; and (2) developing and implementing management plans that ensure long term survival of these species in their natural state by removing existing threats and improving habitat consistant with recovery needs.

The workload table below compares planned accomplishments at the FY 1986 base level with accomplishments in FY 1984 and 1985.

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	Increase (+) or Decrease (-)
T&E inventory (000 acres)	2,535	1,700	2,400	+700
Recovery plans with BLM Involvement(#)	15	15	15	---
Recovery Plans Implemented (#)	25	25	44	+19
Research & development projects (#)	4	4	4	---

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	11,662	11,812	+150
(FTE-T)	(270)	(270)	---

The BLM actively encourages voluntary contributions of money, material, labor, or expertise for public land habitat improvement. State wildlife agencies and organizations, other conservation groups, and public service organizations have assisted BLM through a variety of volunteer efforts and cooperative agreements for shared management responsibility. In an effort to expand joint efforts of this nature, BLM has provided direction to field offices for involvement of wildlife interests in the CMA program. This program supplements existing cooperative efforts by encouraging specific, written agreements outlining wildlife habitat management, improvement, or project development in a specific area or areas.

The increased funding is needed to take advantage of the opportunity to launch effective wildlife CMA and volunteer labor programs. Volunteers such as those made available thought SCA can provide necessary labor needed for project design or maintenance.

Changes in the wildlife habitat management program workload units at the FY 1986 Base and Estimate levels are shown in the following table.

Workload Measure	FY 1986 Base	FY 1986 Estimate	Increase(+) or Decrease(-)
Improvement			
Terrestrial/wetland (000 acres)	2,450	2,762	+312
Aquatic/riparian (miles)	252	312	+ 60

Distribution of change by object class

The object class detail for the proposed increase of $150,000 is as follows:

	$ Amount
Rent, communications and utilities	5,000
Other services	55,000
Supplies and materials	80,000
Equipment	10,000
Total	$150,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Recreation Management

(dollar amounts in thousands)

		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Cultural Resources Management	$	4,187	4,387	4,387	+ 200	---
	(FTE-T)	(110)	(114)	(114)	(+4)	(---)
Wilderness Resources Management	$	6,152	6,127	6,327	+175	+200
	(FTE-T)	(90)	(90)	(88)	(-2)	(-2)
Recreation Resources Management	$	5,738	5,703	7,003	+1,265	+1,300
	(FTE-T)	(145)	(145)	(171)	(+26)	(+26)
Total Requirements	$	16,077	16,217	17,717	+1,640	+1,500
	(FTE-T)	(345)	(349)	(371)	(+28)	(+24)

Authorizations

43 U.S.C. 1701 et seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976

- identifies recreation as a major use of public lands;
- requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain public lands in their natural condition; and provision for outdoor recreation, human occupancy, and use of the public lands;
- provides for interim management of the California Desert Conservation Area and implementation of the Desert Plan;
- directs that areas of critical environmental concern be given priority in the inventory of public lands, in the development and revision of land use plans, and in applying special protective management;
- requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the public lands having wilderness characteristics and recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation (Section 603(a)); and

	- requires preparation and maintenance of an inventory of public land resources on a continuing basis.
16 U.S.C. 1242, 1243 P.L. 95-625	The National Parks and Recreation Act of 1978 establishes a number of national historic trails which cross public lands.
16. U.S.C. 432 P.L. 59-209	The Antiquities Act of 1906 establishes provisions for the protection of cultural resources on all Federal land. It also imposes penalties against those who excavate or appropriate these values without an antiquity permit.
16 U.S.C. 1271 P.L. 90-542	The Wild and Scenic Rivers Act of 1968, as amended, provides for the development and management of certain rivers under BLM's jurisdiction for recreational purposes.
16 U.S.C. 1241-1249 P.L. 90-543	The National Trails System Act of 1968, as amended, establishes a national trails system which includes 20 trail segments under BLM jurisdiction.
16 U.S.C. 460y P.L. 91-476 P.L. 95-352	The King Range Act of 1970, as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.
16 U.S.C. 1131 et seq. P.L. 88-577	The Wilderness Act of 1964 provides for the designation and preservation of wilderness areas.
42 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 established the continuing responsibility of the Federal Government to improve Federal programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice.
E.O. 11593	Protection and Enhancement of the Cultural Environment directs all Federal agencies to inventory their historic and archaeological resources and to protect those properties that have been nominated to the National Register of Historic Places.
16 U.S.C. 470aa, 470cc, and 470ee. P.L. 96-95	The Archaeological Resources Protection Act (ARPA) of 1979 requires permits for excavation of sites and removal of artifacts, provides protection of federally administered archaeological resources, and encourages increased cooperation among Federal and private interests to increase data on archaeological resources.
30 U.S.C. 181 et seq.	The Mineral Leasing Act of 1920 requires and provides for the "protection of interests of the United States." Fossils and other natural resources values are regarded as "interests of the United States."

16 U.S.C. 470 P.L. 89-665	The National Historic Preservation Act of 1966, as amended, expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of approved actions on properties listed on or eligible for inclusion in the National Register of Historic Places.
16 U.S.C. 3101 et seq. P.L. 89-665	The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.
30 U.S.C. 1201 et seq.	The Surface Mining Control and Reclamation Act of 1977 provides that lands may be declared unsuitable for surface coal mining where significant damage could result to "important historic, cultural, scientific, and aesthetic values..."

CULTURAL RESOURCES MANAGEMENT

Objectives

- Process applications, issue Antiquities Act/Archaeological Resources Protection Act (ARPA) permits to conduct archaeological and paleontological investigations on public lands, and monitor approved activities;
- Provide appropriate levels of inventory and evaluation for all priority Bureau planning efforts;
- Provide for the management and protection of the most valuable and most critically threatened cultural, paleontological and natural history resources and;
- Provide for the recreational and educational aspects of archaeological, natural history and paleontological resources, including hobby collection and site management.

FY 1986 program

Funding for the Cultural Resources Management program is $4,387,000 and 114 FTE-T at both the base and estimate levels. The program provides protection and management for more than half of all the cultural resources administered by the Federal government. Several statutes require BLM to locate, evaluate, and manage cultural and scientific resources on lands it administers to prevent or minimize unnecessary damage and to accommodate appropriate use of those resources by the scientific community and the general public. This funding level includes $200,000 to accommodate the transfer of the paleontology program (permitting, site evaluation, and management functions) from non-energy minerals to cultural resources management.

An estimated one-half million cultural resource properties are located on public lands, including campsites of the hemisphere's earliest inhabitants, prehistoric ruins, aboriginal rock art, early wagon roads, abandoned military posts, and historic ghost towns. In addition, BLM lands contain some of the most valuable natural science resources found on the Federal lands. These include a wide variety of areas having ecological, paleontological and geological importance. It is anticipated that 10 sites will be nominated during fiscal years of 1984 and 1985. Designated paleontological and natural history resources on public lands now include 59 Research Natural Areas (RNA's), all or parts of 43 National Natural Landmarks (NNL's), one Experimental Ecological Reserve, and one International Biosphere Reserve. Nearly 200 potential RNA's and NNL's are awaiting evaluation, planning decisions and/or formal establishment.

Major problems in cultural resource management stem from the increasing interest in and commercial value of artifacts, which has given rise to a sophisticated supply network and lucrative black market. During FY 1983, the Bureau documented over 100 cases where pothunters had damaged cultural sites on public lands to obtain artifacts for either profit or private collections. In one case, BLM was able to gather sufficient evidence to identify the perpetrators and prosecute them. Hundreds of additional sites, including significant ones such as Grand Gulch in Utah and Homolovi in Arizona, are currently threatened by deterioration or are being subjected to vandalism. The Bureau is attempting to curtail the illegal activities through an increased National public awareness program, and patrol and surveillance activities for archaeological and paleontological resources. In several States, BLM has developed programs aimed at making the general public more aware of the adverse impacts resulting from the destruction of fragile artifacts reflecting our Nation's heritage.

In order to meet congressionally established responsibilities under ARPA, FLPMA and the Antiquities Act, the Bureau, in conjunction with the National Park Service, has implemented a comprehensive program designed to approve and monitor archaeological and paleontological permits. Since the final regulations of the ARPA became effective on February 6, 1984, the Bureau has been working with NPS for redelegation of permitting authority from the Secretary for archaeological work on public lands. Since approximately 85 percent of all work approved under FLPMA, the Antiquities Act and ARPA is conducted on public lands, this will further assist the Bureau and archaeological contractors in responding to energy and lands initiatives in a timely manner. Permit, review, approval, and monitoring will be conducted in BLM state offices beginning in October 1984 making the program more responsive to users' needs. In addition hobby collection of fossils by the public will require some control and surveillance to insure that scientifically signficant fossils are not removed or vandalized and that resources are not depleted by overzealous use.

The National Historic Preservation Act (NHPA) charges BLM with the responsibility of taking into account the effects of Federal undertakings on archaeological and historic sites. The Bureau has, therefore, developed a tiered inventory system to identify and evaluate properties. This system includes three classes of inventory: Class I, which is essentially a review and synthesis of existing information; Class II, which is a sample-type inventory used to characterize the nature and distribution of sites within a large area; and Class III, which is an intensive inventory designed to document surface archaeological and historic features of sites. Proposed program regulations that emphasize BLM's site evaluation system rather than criteria for National Register determinations have been drafted. These regulations will eventually allow BLM more flexibility in categorizing sites by their management, interpretative, or scientific importance.

Efforts are also under way to upgrade the quality of the cultural resource and paleontological programs data bases for support of planning and project review and authorization. Most BLM state offices are developing or upgrading automated data processing programs for encoding pertinent site information. Compiled with the anticipated development of guidelines on the use of predictive models by FY 1985, these efforts will help BLM assess with greater precision the extent and sensitivity of sites located on public lands and specific inventory needs. Funding for these efforts will probably exceed $300,000 in FY 1986. Although not shown on the following program output table, this effort is an important program element that will improve BLM's cultural resource management capabilities.

The program is also responsible for identification, evaluation, nomination, designation, protection, and scientific user services for RNA's, Experimental Ecological Reserves, NNL's and Biosphere Reserves. To avoid duplicate efforts and to ensure that investments are made only in the most scientifically valuable natural areas and paleontological resources, these activities are coordinated with State natural area programs, The Nature Conservancy, State Natural Heritage Programs, the U.S. Geological and State Surveys, UNESCO's Man and the Biosphere Program, and universities and museums.

The Bureau will continue to maintain its efforts to comply with ARPA and the Antiquities Act and FLPMA by reviewing and issuing permits. While the number of permits issued for archaeological and historical work will probably remain constant at the base level, the number of projects, specific work authorizations and monitoring needs will most likely increase. Archaeological and historic work will be approved through the issuance of permits under Section 302 of FLPMA for non-collection surveys and under ARPA for surveys where artifacts are collected. The scientific permitting workload for the Bureau's paleontology program is expected to increase by FY 1986.

Program outputs in Cultural Resources Management from FY 1984 to the FY 1986 base level are as follows:

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base and Estimate	Inc. (+) or Dec. (-)
Cultural Use Permits Issued (#)	409	434	434	---
Class I Overview Studies/Revisions	13	14	10	-4
Class II Inventory (000 acres)	180	160	110	-50
Class III Inventory (000 acres)	42	38	33	-5
Major Protection Projects (#)	47	41	49	+8
Interim Protection (#)	70	58	56	-2
Cultural Resource Mgmt. Plans (#)	36	32	32	---
Natural History Sites Evaluated/ Established (#)	24	13	14	+1
Natural History Sites Managed (#)	65	58	58	---
Paleontological Site Permits	100	100	100	---
Paleontological Site Evaluation and Management	10	20	50	+30

WILDERNESS RESOURCES MANAGEMENT

Objectives

- o Conduct interim management on wilderness study areas pending completion of wilderness environmental impact statements (EIS's)/ wilderness study reports (WSR's), suitability recommendations and Congressional action;

- o Complete 20 WSR's on 80 wilderness study areas (WSA's) covering some 2,000,000 acres;

- o Continue progress on the accelerated planning-EIS schedule, including:

  2 Wilderness Preliminary Final EIS's (PFEIS's) based on Management Framework Plan (MFP) Amendments
  5 Wilderness Draft EIS (DEIS) based on Resources Management Plans (RMP's)
  14 Wilderness PFEIS's based on Resource Management Plans (RMP's)
  4 Wilderness PFEIS's based on joint studies with the Forest Service
  3 FEIS's based on Statewide studies
  20 WSR's associated with PFEIS's

- o Prepare PFEIS/WSR supplements based on mineral survey results;

- o Manage any additional wilderness areas designated by Congress; and

- o Coordinate with the U.S. Geological Survey (GS) and Bureau of Mines (BM) on mineral surveys conducted in support of the wilderness program. All new starts will be made on preliminarily suitable wilderness study areas.

Base program

Base funding for the Wilderness Management Program is $6,127,000 and 88 FTE-T.

The wilderness review program consists of five elements: (1) inventory (2) study, (3) interim management, (4) reporting/recommendation, and (5) wilderness management. These elements are described in detail below.

Inventory

Wilderness inventory in the western states (excluding Alaska), was completed in November 1980. Of the approximately 174 million acres inventoried, 150 million acres were found to lack wilderness characteristics and were released from further wilderness review. Some 24 million acres in 785 separate tracts were identified as wilderness study areas. A comprehensive list of wilderness study areas was published in the Federal Register on December 27, 1983 (48 FR 57060). Some wilderness inventory results were appealed to the Interior Board of Land Appeals (IBLA) by members of the public. Most of these appeals were decided by the IBLA by the end of 1982. Certain IBLA decisions indicated that the BLM had improperly identified lands in three categories for wilderness study under Section 603 of the Federal Land Policy and Management Act of 1976 (FLPMA). The three categories involved were: areas smaller than 5,000 acres; "split-estate", where the Federal government did not own the subsurface mineral rights; and contiguous areas, where the BLM-administered land did not have wilderness characteristics but was identified for wilderness study when considered in association with contiguous lands administered by another agency. The Solicitor of the Department of the Interior completed a careful review of these IBLA decisions and concluded that the decisions were legally correct. Accordingly, the Secretary of the Interior directed that the affected lands be removed from wilderness study. Some of these areas deleted from wilderness study by this process are being considered for other protective designations.

BLM's wilderness review responsibility in Alaska was modified by the Alaska National Interest Lands Conservation Act of 1980, which exempted BLM lands in Alaska (including Halibut Cove) from wilderness review. An exception to this exemption was the direction for BLM to conduct a wilderness review by December 1988 on approximately 4.5 million acres in the Central Arctic Management Area. A cursory inventory was completed in FY 1982.

Study

Some 90 percent of the study workload will have been completed by FY 1986 through the preliminary final EIS/WSR stage. The areas found to have wilderness characteristics are studied to evaluate all potential resource values and uses. On the basis of these studies, BLM will develop recommendations for the Secretary on the suitability or nonsuitability of each WSA for inclusion in the National Wilderness Preservation System. The study process is integrated with BLM's planning system, and workloads are determined by the land-use planning schedule. Although FLPMA does not require all studies to be completed until 1991, BLM has accelerated the study process and established an

FY 1986 target date for the completion of most of the studies. FY 1985 was targeted for completion of studies involving areas with significant conflicts between wilderness and the development of energy resources.

Scheduling of wilderness studies is a major public concern, chiefly because the lands remain under interim management constraints during the study period. 95 percent of the acreage will have been studied by the end of FY 1986, well ahead of the 1991 deadline set by FLPMA. Rapid completion of the studies will allow expeditious release of "nonsuitable" lands from interim management constraints. However, FLPMA does not permit their release until some action is taken on the wilderness suitability recommendation.

Wilderness study areas are being evaluated in detail to determine whether they are suitable for preservation as wilderness areas or released for nonwilderness uses. BLM's wilderness studies are guided by the Wilderness Study Policy, published in the Federal Register on February 3, 1982. The document contains planning criteria being used for recommendations on the suitability or nonsuitability of wilderness study areas for wilderness designation.

Interim Management

Section 603(c) of FLPMA also requires BLM to manage any lands under wilderness review to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values, maintain valid existing rights, and allow "grandfathered" mining, mineral leasing, and grazing activities to continue until final wilderness suitability determinations have been made. Special emphasis has been placed on the monitoring of ongoing actions within wilderness study areas to ensure that wilderness values are not impaired or unnecessarily degraded. On April 6, 1981, the BLM Director revised the IMP to recognize all mineral leases issued prior to approval of FLPMA as having valid existing rights, thus making them eligible for full development consistent with the rights conveyed, despite the wilderness study status of the lands involved. This change was published in the Federal Register on July 12, 1981 (48 FR 31854). Since December 1982, the Secretary has directed that there be no mineral leasing or permitting in BLM wilderness study areas until action is taken on their status, but valid existing rights would be recognized.

Reporting/Recommendation

Based on study results, including results of mineral surveys on any suitable recommendations, the Secretary of the Interior reports his wilderness suitability recommendations to the President. As mandated by FLPMA, all reports must be submitted to the President by October 21, 1991; and the President must make his recommendations within two years of receiving each report from the Secretary. Reports will be released periodically as studies are completed. Only Congress can designate an area to be included in the National Wilderness Preservation System.

Wilderness Management

Management of any BLM-administered lands designated by Congress as wilderness will be guided by the Wilderness Management Policy, published in final form in

the Federal Register on September 24, 1981. Proposed rulemaking for establishing procedures for the areas designated was published on June 14, 1983 (48 FR 27366). Final rules will be promulgated in FY 1985.

Seventeen units of public lands administered by BLM and the Forest Service have been designated as wilderness. Four of these units are contiguous to national forest lands designated as wilderness, and administration of three of these wilderness areas was assigned to the Forest Service (FS) by Congress. These 17 units are listed in the following table:

State	Wilderness Name	Year Designated	Public Law No.	Administering Agency	Acres
Arizona	Aravaipa Canyon	1984	98-406	BLM	6,670
	Cottonwood Point	1984	98-406	BLM	6,500
	Grand Wash Cliffs	1984	98-406	BLM	36,300
	Kanab Creek	1984	98-406	BLM	8,850
	Mt. Logan	1984	98-406	BLM	14,600
	Mt. Trumbull	1984	98-406	BLM	7,900
	Paiute	1984	98-406	BLM	84,700
Arizona/Utah	Paria Canyon-Vermillion Cliffs	1984	98-406	BLM	110,000
	Beaver Dam Mountains	1984	98-406	BLM	19,600
California	Santa Lucia	1978	95-237	Forest Service	1,733
Idaho	River of No Return	1980	96-312	Forest Service	720
Montana	Bear Trap Canyon (Part of Lee Metcalf Wilderness)	1983	98-140	BLM	6,000
Oregon	Hells Canyon	1984	98-328	BLM	1,038
	Oregon Islands	1978	95-450	BLM	5
	Table Rock	1984	98-328	BLM	5,500
	Wild Rogue	1978	95-237	Forest Service	10,160
Washington	Juniper Dunes	1984	98-339	BLM	7,140
Total					327,416

Workload changes in the FY 1986 base level reflect the heavy RMP planning workload and reporting/recommendation of WSA's in PFEIS's and the three Statewide studies (NM, OR, UT). Printing of FEIS's for these three statewide studies previously scheduled for completion in FY 1985 will be completed in FY 1986. Interim Wilderness Management will continue on recently designated wilderness areas and areas expected to be designated as wilderness in FY 1986.

The decrease of an estimated 1.8 million acres protected under Interim Management Policy is a result of resolution of the FY 1985 pending litigation on wilderness study areas that were removed from wilderness study by Secretarial decision on December 30, 1982.

The following will be accomplished at the FY 1986 base level:

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	Inc. (+) or Dec. (-)
Planning Studies				
MFP Amendments:				
DEIS's	2	1	---	-1
PFEIS's/WSR's	4	4	2	-2
Statewide Wilderness Studies:				
DEIS's	---	3	---	-3
PFEIS's/WSR's	---	---	3	+3
FEIS	---	---	3	+3
MFP-Transition EIS's:				
DEIS's	1	---	---	---
PFEIS's/WSR's	3	2	---	-2
Resource Management Plans:				
DEIS's	7	8	5	-3
PFEIS's/WSR's	6	2	14	+12
Joint Studies Completed	1	2	4	+2
Wilderness Study Reports	13	8	20	+12
Management				
Interim:				
IMP's (000 acres)	25,300	25,300	25,500	-1,800
Designated Wilderness:				
Draft Management Plans	1	3	3	---
Areas Managed	1	1	1	---

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	6,127	6,327	+200
(FTE-T)	(90)	(88)	(-2)

The increase proposed for FY 1986 of $200,000 will be directed toward activity planning or wilderness management for 9 wilderness areas designated by Congress in the Arizona Wilderness Bill (P.L. 98-406) signed August 28, 1984. Action completed in FY 1986 will be dependent upon the level of planning completed for these wilderness areas in FY 1985.

Accomplishments at the FY 1986 Estimate level are:

Workload Measure	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
Management:			
Interim:			
IMP's (000 acres)	23,500	23,500	---
Designated Wilderness:			
Draft Management Plans	3	---	-3
Areas Managed	1	10	+9

Distribution of change by object class

The object class detail for the proposed increase of $200,000 and 2 FTE-T is as follows:

	FTE-T	Amount
Personnel compensation	-2	-50,000
Personel benefits		- 7,500
Travel and transportation of persons		15,000
Printing and reproduction		37,000
Other services		130,000
Supplies and materials		60,500
Equipment		15,000
Total		+200,000

RECREATION RESOURCES MANAGEMENT

Objectives

- o Provide management and visitor assistance in 15 of the Bureau's intensively used and nationally significant recreation management areas;
- o Improve resource protection by helping to provide rangers for the California Desert Conservation Area (CA), King Range National Conservation Area (CA), Lower Colorado River (AZ), Birds of Prey Area (ID), Red Rocks Recreation Lands (NV), Rio Grande Wild and Scenic River (NM), Fort Mead (MT-SD), Rogue Wild and Scenic River (OR), and the Grand Gulch Area (UT).
- o Facilitate private sector use of public recreation resources, provide revenues to the Federal Government, and protect resources by issuing special recreation permits to commercial recreation and tourism organizations operating in heavily used areas of the public lands;
- o Place increased reliance on volunteer efforts, contributed funds, and cooperative management agreements to achieve planned recreation management objectives.

- Develop cooperative management agreements, prepare a requisite number of recreation area management plans, ORV designations and intergency planning efforts, in high priority intensively used areas of national significance.

Base program

Base funding for the Recreation Resources Management program is $5,703,000 and 145 FTE-T. Public demand for recreational use of Federal lands has been rising, and is expected to continue this trend through FY 1986. In FY 1983, there were over 54 million visits to Bureau-administered lands (excluding Western Oregon) which totaled over 596 million visitor hours of public land recreational use. The Bureau also administered 406 recreation sites (33,600 acres) which provided nearly 12,000 family picnic and camping units. Fiscal year collections for permit areas, concessions, and fee sites totaled over $666,000.

Recreation management on the public lands is focused on the approximately 5 percent of these lands (150 areas) where more intensive recreational use requires Bureau involvement through direct supervision of recreational use activities or requiring permits for recreational operations. This phase of the program includes management of 13 national wild and scenic rivers; 20 designated recreational, historic, and scenic trails; the White Mountains National Recreation Area; and major portions of the California Desert, King Range, and Steese National Conservation Areas. Other intensively used areas include whitewater rivers and designated ORV areas.

An important component of the program involves providing an on-the-ground management presence in the nationally significant recreation management areas. This involves rangers and visitor service personnel in the California Desert and outdoor recreation planners or visitor service specialists elsewhere. The base program provides for rangers and several visitor service specialists in the California Desert as well as for seasonal visitor management specialists in approximately 14 recreation management areas. These are essential personnel needed to control the intensive recreation use and curb the high number of unauthorized and illegal activities (e.g. occupancy and enclosure problems, wildlife problems, and numerous other types of trespass and theft) occurring in these areas.

On the bulk of the public lands, the Bureau only needs to facilitate those extensive recreation uses such as hunting, fishing, rockhounding, four-wheeling, camping and other back country activities through the provision of maps and information on the availability of these recreation opportunities and through issuing permits for commercial recreation and tourism operations.

Where sites and activities are more significant on a local rather than a national basis, the Bureau will continue efforts to evaluate and seek shared management responsibility, transfer, or termination of its role in providing such facilities or services. The Bureau will also continue to actively encourage voluntary contributions of money, material, labor and other expertise to aid recreation management and maintenance of public lands. In the past, many conservation organizations, conservation and recreation groups, and public service organizations have assisted through a variety of

volunteer efforts and cooperative arrangements in sharing management responsibility. In an effort to expand joint efforts of this nature, BLM has provided direction to field offices for recreation management efforts in the Cooperative Management Agreement (CMA) program. This supplements existing cooperative efforts by encouraging specific written agreements outlining management, improvement, or project development in specific areas.

Many unique public land recreation opportunities are made available to the public through the issuance of permits to (1) private individuals, (2) commercial operators, (3) organizers of competitive events, and (4) promoters of large ORV events. This is an essential Bureau function because the accompanying monitoring and compliance provide the Bureau's main capability to control use and aid resource protection in many areas. The public is also well served through permitting because without commercial operators or the organizers of major competitive events, many people who lack equipment or the "know how" to function in wild environments, would truly be "locked-out" of many public land recreation opportunities.

Permitting also has important economic implications to government and private industry. It facilitates major economic returns to communities and regions, especially around major Western rivers and in the California Desert and Las Vegas areas. Outfitters and guides alone contribute $50-60 million annually to the economy of every western state, with a major segment of this value arising from recreational activities involving BLM-administered lands. Issuance of permits also provides a monetary return to the Government for the use of its recreation resources and facilities and exceeds the cost of administering the permit.

Activity planning is the generic name which includes Recreation Area Management Planning, ORV designation work, interagency planning and coordination, and development of major cooperative management and volunteer agreements. The base program allocates funding to the most essential of these planning efforts.

The following workload table compares planned accomplishments from FY 1984 to the FY 1986 Base.

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	Inc. (+) or Dec. (-)
Use Supervision/Public Information (# FTE workyears)	55	43	43	---
(# of recreation mgmt. areas)	25	15	15	---
Permit Management (# permits)	6,600	6,000	6,000	---
Activity Planning (# areas)	28	16	16	---

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	5,703	7,003	+1,300
(FTE-T)	(145)	(171)	(+26)

The increase of $1,300,000 and 26 FTE-T's is essential to manage the high level of recreation use in BLM administered areas, especially congressionally designated areas, and to provide increased resource protection efforts to deal with a wide variety of illegal and unauthorized activities that threaten natural resource values. Twenty ranger positions will be funded with the increase, including sixteen new positions authorized in California, Idaho, Nevada, Arizona, Utah, Oregon, New Mexico, and Montana. In eight areas targeted for ranger expansion, the addition of BLM rangers will add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence and lack resource trained personnel. The areas identified need rangers trained in law enforcement and use supervision to prevent unauthorized and illegal activities that threaten critical resource values or to combat trespass and enclosure problems. Four of the areas (Lower Colorado River, Arizona; Red Rocks Area, Nevada; Rogue River Area, Oregon; and Grand Gulch Area, Utah) need off-road vehicle control and management. Two areas (Rio Grande River, New Mexico; and Grand Gulch Area, Utah) require prevention of illegal activities to protect significant archaeological sites. Three of the identified areas (King Range Area, California; Birds of Prey Area, Idaho; and Rogue River Area, Oregon) have natural wild and scenic or primitive characteristics requiring protection from unauthorized uses. Four of the twenty ranger positions will restore the ranger force in the California Desert to levels required for adequate supervision and law enforcement presence.

The remaining funding will be primarily for use supervision and public information in BLM's more intensively used and nationally significant recreation management areas, and for expansion of permit management capabilities in compliance with the BLM's new special recreation permit policy. Part of this supervision will include volunteer utilization and the development of cooperative management agreements. In this context, BLM will also seek opportunities to have State and local government, as well as the private sector, cooperate with the Bureau to manage the recreation use on those recreational areas and sites which largely benefit local communities or users.

The following is a comparison of planned workloads for the FY 1986 Base and the FY 1986 Estimate.

Workload Measure	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Use Supervision/Public Information (# FTE workyears)	43	65	+22
(# recreation mgmt. areas)	15	25	+10
Permit Management (# permits)	6,000	6,900	+900
Activity Planning (# areas)	16	24	+8

Distribution of change by object class

The object class detail for the proposed increase of $1,300,000 and 26 FTE-T is as follows:

	FTE-T	Amount
Personnel compensation	26	$ 696,000
Personnel benefits		104,000
Travel and transportation of persons		80,000
Printing and reproduction		10,000
Other services		100,000
Supplies and materials		20,000
Equipment		290,000
Total		1,300,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Fire Management

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	7,490	6,967	9,467	+1,977	+2,500
	(FTE-T)	(141)	(141)	(145)	(+4)	(+4)

Authorization

43 U.S.C. 1748 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for protection of public lands and resources from destruction by fire.
16 U.S.C. 594 P.L. 67-315	The Timber Protection Act of 1922 provides for mutual aid in fire protection.
42 U.S.C. 1856	The Reciprocal Fire Protection Agreement Act of 1955 provides authority for mutual aid in fire protection.

Objectives

The Normal Fire Year Plan (NFYP) presents program objectives and resource requirements for both the Fire Management and the Firefighting and Rehabilitation programs to implement wildland fire protection and emergency pre-suppression actions by the Bureau. The following objectives are reflected in the NFYP:

- o Provide the optimum mix of trained personnel, logistical support, and communication systems in order to minimize the overall cost of wildfire in dollars, resources lost, and loss of life.
  - to reduce the number of fires that burn more than 10 acres from an annual average of 375 to an annual average of 200 in order to realize the maximum acreage loss of 380,000 acres that can be consumed without disrupting resource utilization and management;
  - to prevent an increase in the number and intensity of person-caused fires;
  - to provide mutual assistance to other Federal and State agencies when wildland fires escape their initial control efforts;
  - to cooperate with other fire agencies to develop mutually-beneficial fire management systems;

- to detect potential lightning fire areas and disseminate the information to 52 field office locations to expedite fire suppression force deployment. Forces will be deployed so initial attack can be made within 30 minutes of the reported lightning fire;

- to deploy smokejumpers during the strength of force (SOF) emergency presuppression period in Alaska and in the Great Basin, and to follow lightning storm paths as displayed on the automatic lightning detection system in order to move firefighters to remote fires in Colorado, Utah, Nevada, and Alaska before the fires reach 10 acres in size;

- to have 417 ground tanker crews trained and deployed during the SOF period to initially attack more than 1,800 fires in Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, and Wyoming. Annually, this requires 2,000 seasonal firefighters who must be hired, trained, and equipped to fight 2,500 fires; and

- to develop a two-fold prevention program in the districts and States to reduce the number of person-caused fires and person-caused disaster fires by 10 percent annually.

o Provide technical guidance for use of fire as a tool to enhance resource management.

Base program

The Base program level for FY 1986 in the Fire Management program is $6,967,000 and 141 FTE-T.

The Fire Management program is one element of a two-pronged effort in BLM's wildfire suppression program. The Fire Management program provides program management, equipment and information, and is consistent from year-to-year. The other prong is the "Firefighting and Rehabilitation" which covers the fire presuppression, firefighting, and rehabilitation expenditures that depend on the actual occurrence and severity of fires during the fire season and varies from year-to-year.

The Fire Management program shares the basic BLM purpose of protecting and enhancing the natural resources of the public lands to preserve their capability to meet the resource requirements of the Nation. Specifically, BLM is responsible for protecting property and natural resources on 402 million acres of public land managed by BLM and certain other agencies from the destructive effects of wildfire, and for ensuring that any "prescribed burning" designed to accomplish a variety of resource objectives is conducted safely and controlled.

BLM carries out its responsibilities on public lands and lands of other Federal, State, and private agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some State agencies; and by contracts with State and Federal agencies for approximately 6 million acres.

BLM also operates a fire support center at Boise, Idaho in cooperation with the Forest Service and other Interior agencies. This center, the Boise Interagency Fire Center (BIFC), provides logistic support by mobilizing and coordinating movement of fire suppression resources when the local capability is exceeded and the local agency requests assistance. Also housed at BIFC is the National fire radio cache and the BLM fire training development center.

During the mid-1960's and early 1970's, BLM pursued a course which emphasized the need to increase efficiency in combating the "disaster fire." The culmination of this effort was achieving full operation of the Boise Interagency Fire Center. By 1972, BLM had modified its priorities and had begun to increase its detection and initial attack capability. Full implementation of the Normal Fire Year Plan and the Initial Attack Management System is now projected for the mid-1980's.

The passage of the Alaska National Interest Lands Conservation Act (ANILCA) transferred large portions of the lands administered by BLM to other Interior agencies. BLM has continued to provide the major fire suppression effort for all lands in Alaska, outside of Southeast Alaska including some State and private lands, since BLM was already maintaining a large fire organization to accomplish its mission prior to ANILCA. The Alaska Native Claims Settlement Act (ANCSA) also specified that the Federal government would provide fire suppression for native selected lands until such lands produce "substantial revenues."

Through its Alaska Fire Service, (AFS) organization, the BLM provides fire protection to all Department of Interior lands in Alaska and to applicable native lands transferred under the Alaska Native Claims Settlement Act; this amounts to 197 million acres. In FY 1986, fire protection for all Department of Interior lands in Alaska will be jointly funded the BLM and other Interior bureau's. The FY 86 Base level funding for BLM is reduced by $500,000 and the FWS, NPS, and BIA are providing BLM with a like amount of funds under a cooperative cost sharing agreement for the Alaska Fire Service.

The priority accomplishments planned at the base funding level are as follows:

- The fire forces will be trained, equipped and dispatched for planned control of about 2,500 fires;

- BLM will operate and maintain its share of the BIFC programs in fire preparedness, logistical support, training and communications;

- Phase I of the three-phase, Initial Attack Management System (IAMS) will be operational; and

- The policies of Secretarial Order No. 3077 (which required BLM to provide fire protection to all Department of the Interior agencies in Alaska and to applicable ANCSA lands) will be implemented in Alaska to the extent of providing the core organization and support facility. No additional funds are necessary to implement this order.

Increase for FY 1986

(Dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	6,967	9,467	+2,500
(FTE-T)	(141)	(145)	(+4)

An increase of $2,500,000 and +4 FTE is proposed in the FY 1986 estimate.

$500,000 and 4 FTE's of the increase would be used to provide fire weather and special forecast services which are a necessary and required element to plan and execute fire suppression, firefighting and prescribed fire activities. Weather is the most critical outside force that influences fire behavior. The Department of Commerce has provided fire weather and special forecast services to BLM and other Federal and State agencies, but this service is being curtailed in FY 1985. These funds would be used to provide BLM with fire weather services needed for the program.

$2,000,000 of the increase would be used in Phase II funding for the Initial Attack Management System (IAMS).

IAMS is a support system designed to help the existing fire organization reduce the number of fires over 10 acres and total suppression costs. Phase I of the IAMS project was funded in FY 1983 at a cost of $1,900,000 and is only a partial system with limited value until other planned phases are complete. Additional funding will be used to purchase 100 remote automatic weather stations (RAWS) and 22 remote interactive graphic termimals required to make system operational.

The IAMS system provides decisionmakers with accurate location of lightning strikes, weather conditions, condition of the vegetative fuel in the strike area, the calculated survival of a fire start, the spread rate and predicted fire intensity. This combined data will provide the manager with data necessary to respond to the area of highest fire risk first. This data is important in protecting resource values on public lands. The Phase I implementation system provides a estimated yearly savings of $540,000 by replacing high altitude jet aircraft formerly used to locate lightning storms and replacement of personnel formerly used to monitor radar to sector thunderstorms.

With the Phase II IAMS implementation, the BLM intends to reduce the lightning fires that escape initial attack by up to 50%, but no less than 25%. On the average (5-years, 1979 through 1983), 202 lightning caused fires escape initial attack and burn 286,000 BLM acres each year. It costs BLM an average of $56 per acre to fight fires. A potential annual suppression cost savings of $4,000,000 to $8,000,000 could be realized once IAMS is fully implemented.

Distribution of change by object class

The object class detail of the proposed increase of $2,500,000 and 4 FTEs is as follows:

	FTE-E	Amount
Personnel compensation	+4	$ 120,000
Personnel benefits		12,000
Travel and transportation of persons		20,000
Other services		328,000
Equipment		2,010,000
Supplies and materials		10,000
Total		$2,500,000

Activity Summary

Activity: Planning and Data Management

(dollar amounts in thousands)

Activity	FY 1984 Actual (B.A.)	FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-) 1986 Estimate over 1986 Base
Planning	$ 8,891	$ 8,471	$ 8,435	$ 8,435	---
Data Management	13,914	13,738	13,302	13,302	---
Total	22,805	22,209	21,737	21,737	---

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Planning

(dollar amounts in thousands)

	1985 Presidents Budget	FY 1986 Base	FY 1986 Estimate	Inc.(+) Dec.(-) from Base	Inc (+) Dec. (-) from Base
Total Requirements					
$	8,471	8,435	8,435	---	---
(FTE-T)	(225)	(225)	(222)	(-3)	(-3)

Authorization

43 U.S.C. 1711, 1712
P.L. 94-579

The Federal Land Policy and Management Act of 1976 requires planning for multiple-use management of the public lands.

42 U.S.C. 4321 et seq.
P.L. 91-190

The National Environmental Policy Act of 1969 requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

Objectives

The objectives of the BLM resource management planning program is to prepare new land use plans or amendments to existing plans when the importance of natural resources development or issues require them. The basic issues which will drive the BLM's planning efforts in FY 1986 include:

- Meeting court-ordered schedules for grazing EIS's;
- Supporting Federal coal management and other energy programs, which require Resource Management Plans (RMP's) as a base;
- Supporting the wilderness study program by using the planning process to help review the BLM Wilderness Study Areas (WSA's) to develop suitable or nonsuitable recommendations for Congress; and
- Supporting other public land management decisions in areas such as energy development, wildlife habitat, recreation use, public land sales, land pattern adjustments, rights-of-way authorizations, and timber management actions.

Base program

The FY 1986 Base level for the Planning subactivity is $8,471,000 and 225 FTE-T. A central mandate of the Federal Land Policy and Management Act (FLPMA) of 1976 is the requirement that BLM prepare and maintain comprehensive multiple-use plans for the public lands to guide management of public land resources. These plans are designed to assess the suitability of specific geographic areas to sustain a wide variety of uses and to analyze the effects of alternative uses and levels of use on the resource values involved, on the qualilty of the environment, on individuals, and on the economics of the affected regions and communities. Throughout the planning process, BLM seeks broad public involvement through its advisory committees, through direct contacts with affected individuals and organizations and, in some cases, through special cooperative projects.

BLM initially began developing the first generation of land managment plans in the 1960's with the concepts of multiple use and public participation as basic principles. These basic principles became the core of the planning regulations (43 CFR 1601) published on September 6, 1979. These regulations, as required by FLPMA, not only provided for new planning procedures but also incorporated the additional requirements of several other laws and the Council on Environmental Quality's (CEQ) National Environmental Policy Act (NEPA) regulations. These planning regulations established procedures for the conversion of BLM planning efforts from Management Framework Plans (MFP's) to the Resource Management Plan (RMP) system.

The July 5, 1983, revision of the 1979 planning regulaions provided managers with the ability to focus the planning on the key issues to be resolved, thus improving the operational efficiency of the planning decisions. A major change from the 1979 regulations is the provision for Governor's Review of BLM's proposed plans within a State. A major effort is underway to refine data needs for planning and to reduce the time required for data collection. The FY 1986 program is based on the requirements of the revised 1983 regulations.

RMP's and MFP amendments are to be the bases for all major public land management decisions, as well as serving as the major guides for determining and coordinating various potential uses of the public lands. These plans will specify the allocation of resources among competing uses and prescribe appropriate management strategies. RMP's are, in most cases, prepared for BLM's smallest administrative units (resource areas) which average about 1.1 million acres in size.

In any one year, the planning program includes the monitoring, maintenance, reviewing, and interpreting of existing plans for adequacy in providing a basis for making needed resource decisions; identifying needs and scheduling for new plans, and preplanning for plans due to start in the next year; and new starts and work on plans already underway. Plans are scheduled to meet critical decision priorities and time frames for a variety of BLM programs including coal, grazing, wilderness and oil shale.

At the base level, there will be 6 new RMP starts, 11 RMP completions, and 19 RMP's in progress at the end of the year. The decrease in RMP completions

from 21 to 11 reflects the completion in FY 1985 of the additional plans started in FY 1983 with a Congressional add-on of $1.5 million. FY 1986 completions reflect the first year that RMPs will be on a pipeline basis and this level of effort with regard to RMPs is expected to continue in future years. The FY 1986 funding level will support the planning efforts necessary to meet the wilderness, range, and coal needs.

In FY 1986 increased emphasis will be placed on the maintenance and monitoring of completed RMP's as mandated by FLPMA and the planning regulations. Major aspects include ongoing coordination with State and local governments, review of proposed actions for conformance with existing plans, and review of plans to determine whether or not a plan amendment is needed. At the base level 150 reviews will be completed and 1,700 conformity determinations processed.

This level will provide for full public participation, consultations with State and local governments, and thorough consideration of multiple use values which will provide the basis for comprehensive resource decisions.

As RMP completions decrease, much of the effort shifts to coordination with State and local governments. FLPMA and the planning regulations require close coordination with State and local governments as well as interested publics. As RMPs are completed and implemented, this workload increases. Some funding used for RMP completions in FY 85 shifts into this effort in FY 86.

Workload Measures	FY 1984 * Actual	FY 1985 * Estimate	FY 1986 Base	Increase (+) or Decrease (-)
RMP starts	17	7	6	-1
RMP's in progress (EOY)	38	24	19	-5
RMP's completed	14	21	11	-10
MFP completions	3	---	---	---
	19	---	---	---
RMP/MFP reviews	100	150	150	---
Conformity determinations	1,000	1,700	1,700	---

* The total number of plans under development are the same as shown in the FY 1985 Justification. However, the estimated mix between "RMP's completed" and "RMP's in progress" has changed due to additional time for Governor's review, printing delays, and additional public comment time.

Decrease for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	8,435	8,435	(---)
(FTE-T)	(225)	(222)	(-3)

The FTE-T level in Planning is reduced 3 below the FY 1986 base level. The reduction in FTE results from the use of the Geographic Information System (GIS). This effort involves contracting the digitizing of resource data for use on maps, overlays, etc. for development and display of alternatives in planning.

Workload Measure	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
RMP starts	6	6	---
RMP's in progress	19	19	---
RMP's completed	11	11	---
MFP completions	---	---	---
	---	---	---
RMP/MFP reviews	150	150	---
Conformity determinations	1,700	1,700	---

Distribution by object class

The object class detail for the proposed decrease of 3 FTE-T is as follows:

	FTE-T	Amount
Personnel compensation	-3	-105,000
Personnel benefits		- 14,700
Other services		+119,700
Total		$ 0

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Data Management

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	13,738	13,302	13,302	-436	---
	(FTE-T)	(210)	(195)	(195)	(-15)	(---)

Authorization

43 U.S.C. 1711, 1731
P.L. 94-579

The Federal Land Policy and Management Act of 1976 requires preparation and maintenance of an inventory of all public lands and their resources and other uses on a continuing basis and provides for management of the public lands through the BLM.

44 U.S.C. 3501-3520
P.L. 96-511

The Paperwork Reduction Act of 1980 provides for coordination of Federal information policy, and as part of this, ensure that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal Government and the general public.

Objectives

The objectives of Data Management are as follows:

- Improve the reliability, accuracy and utility of the Bureau's lands and minerals records system by continuing development of the Automated Land and Mineral Record System (ALMRS);
- Continue the BLM ADP/Data Communications Equipment Modernization Project (ADEMP) (This study, started in FY 1983, will determine what equipment is needed to provide cost-effective and efficient data management support to Bureau programs during the 1980's and 1990's.);
- Explore other methods for making data management operations more cost-efficient;
- Provide appropriate ADP systems and programs to meet Bureau data management priorities;
- Process data using established remote sensing techniques in support of BLM field operations requirements; and
- Develop Geographic Information Systems improvements to increase support to BLM energy and renewable resource programs.

Base program

The FY 1986 base and estimate funding level for the Data Management Subactivity is $13,302,000 and 195 FTE-T. The program involves ADP systems analysis, computer programming, computer operations, system and hardware maintenance, data telecommunications, and remote sensing/geographic information systems to support BLM natural resource programs and administrative systems requirements.

Automated Data Processing (ADP)

Automated Data Processing plays a major role in the accomplishment of BLM's responsibility as manager of the public lands. This role includes processing of data necessary to make decisions involving resources valued in multi-billions of dollars as well as provision of support to make administrative activities more efficient. At present there are more 19 major operating systems within BLM that provide managers information to make sound resource management decisions. Examples of such systems are Automated Coal Lease Data System (ACLDS), Lease Management System (LMS), and the Oil and Gas Inventory and Inspection System (OGLIIS). These systems ensure proper lease management involving compliance and collections of revenues from solid and fluid mineral leases. Other examples include the Range Management System (RMAS) which provides accounting for grazing fee billings and provides information on range utilization; and the Ecological Site Inventory which provide managers with necessary information regarding soil and vegetation data including ground cover, erosion ratings, ecological condition and trend. Other systems provide necessary information regarding personnel, budget, finance, and other administrative functions. The Bureau also has a major public service role in providing information about Federal ownership of lands and minerals and the quantity and location of Federal resources to State and local governments and the general public.

Under Data Management, the following functions are performed:

1. Operation and maintenance of ADP equipment.

2. Development, testing and implementation of new ADP systems.

3. Acquisition and installation of appropriate kinds and sizes of ADP equipment in Bureau field offices and operation and maintenance of central side hardware configurations and State Office minicomputers.

4. Screening and control of new system proposals to ensure that proposals support Bureau missions as specified by on-the-ground users and managers; and that propsals are coordinated to result in uniform Bureauwide applications.

5. Technical assistance is provided to system users.

In developing new systems or improving old ones, BLM employs a carefully structured and controlled process to define user requirements, guide systems design and development, and implement, operate and maintain automated capability. During the definition of user requirements, decisions are made concerning the application of data processing versus other forms of information management, i.e., manual record systems, microfiche, etc. Because data management is still an expanding new technological field, there is considerable management work done on developing policies, plans, standards, procedures, and guidance to the field offices. Part of this management is in support of Departmental efforts to develop coordinated ADP applications.

The initial BLM ADP systems concept was based on having a large, centralized computer center at BLM's Denver Service Center (DSC). The current Honeywell 66/80 mainframe computer was acquired in 1978 and upgraded to a DPS-8 in FY 82 and 83. Most administrative and natural resource ADP systems are run on this equipment. Recently, emphasis has been on enhancing BLM State Office on-site data processing capability. Each BLM State Office has an additional minicomputer for general ADP work, and six State Offices also have a minicomputer for geographic information systems (graphics) work. To provide these on-site ADP services, each State Office has a small ADP staff to operate the equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the district and area office resource personnel. Work is continuing to transfer selected ADP systems from the DSC mainframe to the state office minicomputers to improve local operations and provide faster, more reliable, and better service for all local users.

Geographic Information Systems

Geographic information systems also offer examples of how new technology can provide data to help managers make more informed decisions and reduce costs over manual procedures. The following describes some of the current work.

The Bureau emphasizes development of new practical field applications of satellite remote sensing technology designed to reduce manpower requirements in resource applications. Operational remote sensing techniques are being used to accomplish a number of routine Bureau applications in a more cost-effective and rapid manner than presently possible under manual or labor-intensive methods. These include: 1) classifying ground cover for habitat location, range and wildlife habitat improvement, and woodland management; 2) defining range inventory sites by soil type, landform, and vegetation similarities; 3) monitoring soil and vegetation changes to detect unauthorized surface disturbance on BLM land, recovery from catastrophic events such as flood, fire, or drought, and land use effects from reseeding or overgrazing; and 4) developing fuel models for predicting fire danger probability for use with remote automatic weather station data and automatic lightning detection. The remote sensing data base is digitized by geographic location. Consequently, it accommodates a variety of other information such as elevation, slope, aspect, land ownership, road networks, land use, and water sources. The resulting data base can be automatically manipulated, updated, and viewed graphically in a variety of combinations to facilitate rapid and informed resource management decisions.

The use of the remote sensing "ground cover classification" technique is one example of how a technology-intensive rather than labor-intensive method can improve field efficiency. The Digital Image Analysis Laboratory at DSC processes LANDSAT satellite imagery data for use in BLM resource inventory and monitoring work. Range site mapping in Arizona using traditional field methods costs 15 cents per acre. In 1980, using LANDSAT technology, the vegetation cover on 2.5 million acres in Arizona was classified for 7 cents per acre. This cost included the collection and interpretation of aerial photographs and ground samples used in identifying vegetation and the incorporation of digital terrain (elevation, slope and aspect) and land ownership boundaries into the automated data base. Technological improvements and experience are likely to further reduce computer time and improve efficiency. Preliminary cost figures for classifying over 2 million acres of the Bruneau River Resource Area, Idaho indicate that costs can be reduced to nearly 5 cents per acre.

Computer Graphics

Demonstrated savings in time, funding, and increased accuracy have greatly expanded the demand upon and use of BLM's computer graphics systems. The BLM requires a computer graphics system that can manipulate alpha-numeric and digital data and produce graphic (map) and tabular data for use by field managers in their land management planning, analysis and decisionmaking.

The BLM's computer graphics system can analyze data and draw maps as fast as the computer can process the data. The alternative is to continue to send crews of people to the field to manually record the necessary data and manually do the calculations and draw the maps. The automated method is at least 50 percent cheaper than manual procedures.

Automated Land and Mineral Record System (ALMRS)

As a result of BLM's commitments to streamline its leasing processes; to implement the policy to improve access to public lands for mineral development purposes; to remain current on post-leasing activity; and to facilitate public land disposal actions; in 1983 BLM initiated the development of the Automated Land and Mineral Systems (ALMRS) to automate BLM's existing manually kept records. BLM's goal is to complete implementation of ALMRS by 1991 resulting in a greatly improved records management system. The current records system, established starting in 1955, contains data on legal land descriptions and status of more than 46,000 townships, which encompass approximately one billion acres of land in which BLM manages all or part of the surface and subsurface estate. Approximately 11 million title and status documents are maintained.

The primary documents in the existing system are:

- The Master Title Plat - A composite of the survey plats of a township on which ownership and land status are entered.

- Historical Index - A chronological summary of all actions which affect or will effect title to, disposition of, or use of lands and resources within a township.

- Serial Register Page - Chronological records of each use (lease, permit, etc.) transaction which has been requested or granted affecting the public land.

- Patent Records - A record of Government deeds (patents) which have originally conveyed legal title of public domain lands to another party (e.g., person, State, etc.) with a description of the land and any restrictions on the conveyance (e.g., a reservation of all or part of the mineral estate).

These records are used not only by BLM for management purposes but also by State and local governments, industry, and the general public to identify land status, resource availability, and possible encumbrances on private properties.

Improvements anticipated from automating the existing system include:

- Decreased time and cost in adjudicating lands and minerals cases. Necessary documents are often kept at separate locations. Under ALMRS, a record can be addressed from any location with the appropriate equipment.

- Preserving valuable records which have deteriorated through time due to heavy use.

- Space requirements for storage of hard-copy records will be greatly reduced.

- The public will be able to obtain necessary information from many locations with greater convenience.

- Providing greater speed and flexibility in maintaining current status of lands through faster, more accurate updating; and enhanced capabilities for casework management and accumulation of statistical data on land availability.

- Capability for more than one person to access the same data element at the same time; thereby, increasing the efficiency and the usability of the records system.

The existing manual, hard-copy system is cumbersome, but automation will lead to faster and more efficent adjudication of lands and minerals cases and better service to the public. ALMRS is still primarily in the development stage. However, thus far, operational elements of it have led to identifying and reducing backlogs of oil and gas, other minerals and lands cases.

Initial efforts in the ALMRS program have been devoted to automating lands and minerals case management. By May 1984, 250,000 cases had been entered into the system which is now capable of providing automated Serial Register Pages, various statistical reports, case counts, individual case tracking, and case abstracts. All new lands and minerals cases are entered into and tracted by the automated system. This represents a substantial time savings over the previous manual processes required to produce and maintain these documents.

In addition, computertized tracking of individual cases and groups of case-types has eliminated the need for work intensive information searches and maintenance of cuff records. This information is immediately available not only at BLM State Office public rooms, but at BLM District Offices and at Headquarters as well.

Ultimately ALMRS will be an integrated system with three components:

- Legal Land Description - This component will contain the alpha numeric information necessary to describe a parcel of land, generally as depicted on official survey plats resulting from a cadstral survey.

- Ownership and Status - "Ownership" means the lands or interests in land owned by the Federal Government. "Status" refers to the availability of a given tract of land for governmental or private use, or for disposal or lease; or the restrictions on a tract (such as a withdrawal, wilderness, etc.) which prevent or constrain uses.

- Case Management Processing - This component of ALMRS will provide the capability and information required to record, track, monitor, and report on use applications of all types. In this component the ALMRS case recordation system will be combined with the Mining Claim Recordation System.

Eventually, data maintained in the ALMRS system could also be linked to feed into a Geographic Information System (GIS) to provide map-like graphic displays and analyses of tract characteristics for use by land managers for many resource management purposes.

Funding for ALMRS program development, including identification of user requirements, system design and programming, and procurement of equipment required to support implementation, has been identified in the Data Management subactivity. Funding for the actual ALMRS program implementation, including collection of legal land description and land status data, has been identified in the Realty Operations subactivity.

The proposed funding level of $2,076,000 for ALMRS in Data Management for FY 1986 is the same as FY 1985. Efforts in FY 1985 and FY 1986 will be concentrated in the two pilot States of Arizona and New Mexico. Other states will be phased in as data collection, system development, and equipment acquisition proceeds. Terminals, printer and telecommunications equipment will be purchased to initiate the program in these State offices. In the pilot states the primary cost outlays will be made for equipment to improve processing capabilities, improve memory, and enhance disk storage capabilities to accommodate ALMRS workload requirements. The equipment will be compatible with ALMRS data processing requirements, which are standardized on a Bureauwide basis.

By the end of FY 1986, legal land description data entry will be completed on 43,400 of the total 46,000 townships, land status data entry will be completed on 13,000 townships, systems design for case processing with land description and status data will be completed, pilot state tests will be completed, and user requirements for case processing with geographic coordinate position data will have been identified.

It is estimated that the BLM will save approximately 560 work-years per year when the total ALMRS project is fully operational. This savings will enable the BLM to focus attention on maintaining a system free of updating and casework backlogs, offering better service to the public and other agencies, and be more responsive to all user needs for this information.

Management Initiatives

The base program is reduced $436,000 to indicate savings resulting from Management Initiatives which are currently being developed, both Departmentwide and Intra-Bureau. The Departmental Administrative Improvement Study will be reviewed during September and October 1984, to give options for Inter-Bureau resource sharing in the Consolidated Regional Support Centers and Consolidated Headquarters Services categories. Concurrently, the Bureau is developing its own intra-Bureau initiatives which, taken together, will achieve the Bureau's targeted reductions.

We will be in a position to more specifically identify, by initiative, how reductions are to be distributed and implemented during FY 1985.

	FY 1985		FY 1986 Base and Estimate	
Workload Element Units	Units	$000's	Units	$000's
ADP Development (# of Projects)	30	2,748	30	2,612
ADP Operation and Maintenance	---	8,528	---	8,228
Telecommunications	---	1,312	---	1,312
Scientific Systems Development	---	150	---	150
Scientific Systems O&M (million acres)	35	1,000	35	1,000
TOTAL ($)		13,738		13,302
ALMRS Program ($)		2,076		2,076
Other Data Management ($)		11,662		11,226
TOTAL ($)		13,738		13,302

BUREAU OF LAND MANAGEMENT

Activity Summary

Activity: Cadastral Survey

(dollar amounts in thousands)

Subactivity	FY 1984 Actual (B.A.)	FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+)/Dec. (-) Decrease (-) FY 1986 Estimate over Base
Alaska	12,140	10,058	10,032	10,032	---
Other States	11,407	10,223	10,173	10,173	---
Total	23,547	20,281	20,205	20,205	---

Justification of Program and Performance

Activity: Cadastral Survey

(dollar amounts in thousands)

Program Element		1985 President Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Alaska	$	10,058	10,032	10,032	-26	---
	(FTE-T)	(160)	(160)	(160)	(---)	(---)
Other States	$	10,223	10,173	10,173	-50	---
	(FTE-T)	(310)	(310)	(310)	(---)	(---)
Total Requirements	$	20,281	20,205	20,205	-76	---
		(470)	(470)	(470)	(---)	(---)

Authorization

43 U.S.C. 1711, 1738 P.L. 94-579	The Federal Land Policy and Management Act of 1976 (FLPMA) authorizes the delineation of boundaries of the public lands.
43 U.S.C. 1612 P.L. 92-203	The Alaska Native Claims Settlement Act of 1971 (ANCSA) requires the survey of Alaska Native Lands for conveyance to native associations and individuals.
48 U.S.C. 2 P.L. 85-508	The Alaska Statehood Act, as amended, requires the survey of lands for state selection.
16 U.S.C. 3101, et seq P.L. 96-487	The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) requires maps and legal descriptions.
45 U.S. C. 1201 P.L. 97-468	The Alaska Railroad Transfer Act of 1982 required surveys to be completed in five years.

Objectives

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal public domain lands. Immutable boundaries of the public lands must be delineated on the ground and in the official records, as determined by a cadastral survey. Cadastral survey is a prerequisite to:

- o actual conveyance of public land (e.g., Alaska Native allotments and state selections);

- establishing precise on-the-ground boundaries for leases or other uses of the public lands (e.g., in Wyoming the restoration of old original surveys on coal lease lands that will affect millions of dollars of resources); and

- determining precise boundaries to avoid (a) trespass by either private parties against the government or by the government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain.

The Bureau executes 90 percent of the actual field surveys with its own personnel, while 10 percent are accomplished by contract or by other government agencies under delegation from BLM. BLM is responsible for all of the official survey records (plats and field notes). There is a current agreement with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; these surveys must, however, be approved by BLM. The BLM/FS agreement will permit an increase in the number of legal cadastral surveys on FS-administered lands. This will benefit administration of all programs by helping resolve trespass and unauthorized occupancy cases and promoting maximum utilization of the natural resources. BLM provides presurvey search of title records and previous surveys to determine the method of survey to be used and is responsible for all records management following survey approval.

Three major types of cadastral surveys are executed on the public lands: original survey, resurveys, and special surveys.

- Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the public lands as well as the authority to execute resurveys when needed to determine the boundaries of the public land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except those required for Alaska land conveyances and few in the other states required for trespass abatement and resource management.

- Resurveys are executed to re-establish the boundary executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, coal and geothermal development, and other resource development. Approximately 10 percent of resurveys are completed at the request of other Federal agencies.

- Special Surveys are those that do not fall into either of the above two categories. These include surveys of public land islands omitted from original surveys, correction of fraudulent or omitted land surveys, mineral surveys of lode mining claims and Indian reservations, and many special surveys in Alaska, such as townsites, trade and manufacturing sites, Native allotments, and homesites.

All cadastral surveys are initiated to solve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, the Bureau initiates this type of survey only when needed to solve a specific management problem. The workload elements used under "other surveys" are broken out by the resource being supported, i.e., lands, energy, forestry, etc. However, funding is not allocated by resources, and acreages are only estimates based on historical data to show impacts of funding level.

The BLM Cadastral Survey program is divided into two major elements with substantially different work requirements and support needs -- Alaska and the Other States.

ALASKA

Objectives

All planned surveys in support of Alaska programs are required by recent Acts of Congress or existing land laws. The Alaska cadastral survey objectives are to:

- Survey remaining Native allotment parcels, other small tracts and water body meanders within lands to be conveyed or transferred under ANILCA, ANCSA and the Alaska Statehood Act.

- Complete surveys of the remaining 9,490,000 acres (exterior boundaries) of land selected under ANCSA by 1990;

- Complete surveys of the remaining 54,296,000 acres (exterior boundaries) of land selected by the State by 2005;

FY 1986 program

Funding for the Alaska program at the base and estimate level is $10,032,000 and 160 FTE-T. Program emphasis in FY 1986 will shift from completion of large acreage exterior boundary surveys to an intensive, concentrated effort to survey small inholdings and water body meanders within selected lands. These surveys are very high cost, low acreage surveys but are essential for patent issuance, and have been deferred in previous years. Many of the areas remaining to be surveyed are also located in areas of the state where terrain, climatic conditions and required logistical support will cause a large increase in the cost per acre of the areas to be surveyed. The net effect of these two factors is a considerable reduction in the number of acres surveyed for ANCSA and State selections. This does not reflect a change in the magnitude of the Alaska program workload but instead represents a more complex, higher cost survey workload.

The workload proposed in the FY 1986 Base compared with that in FY 1984 and FY 1985 is as follows:

Workload Measure	FY 1984 Actual		FY 1985 Pres. Budget		FY 1986 Base and Estimate		Increase (+) or Decrease (-)	
	Acres (000)	Number	Acres (000)	Number	Acres (000)	Number	Acres (000)	Number
ANCSA	1,123		1,500		30		-1,470	
State Selections	414		60		30		-30	
Native Allotments	380		350		460			+110
Other Parcels (homesite, trade, and manufacturing)		35		40		41		+1

OTHER STATES

Objective

The objective of the other States Cadastral survey program is to provide cadastral survey support for Bureau priorities within the lands and realty, energy minerals, forestry, and other renewable resource programs.

FY 1986 program

The proposed funding for the Cadastral Survey - Other States Program is $10,173,000 and 310 FTE-T at both the Base and Estimate levels. The Bureau will survey 1,307,000 acres in direct support of specific resource programs as follows:

- 481,000 acres for lands programs to obtain legal property descriptions for the Unintentional Trespass Act, proposed exchanges, and efforts to solve some of the unauthorized occupancy situations which exist throughout the Western states and in some Eastern states;

- 581,000 acres for energy development programs in areas of extensive intermingled lands. Surveys will permit land ownership identification and, ultimately, will expedite energy development exploration;

- 137,000 acres of boundary surveys for forestry operations to support planned timber sales; and

- 108,000 acres for multiple-use resource programs to delineate legal property boundaries in support of planned management actions or needs, such as trespass abatement.

These planned surveys are resurveys and special surveys. No provision has been made for public land surveys (original surveys) unless required by a specific resource program objective.

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base and Estimate	Increase (+) or Decrease (-)
Acres (000)				
Lands	775	495	481	-14
Energy	417	555	581	+26
Forestry	178	140	137	-3
Multiple-Use	234	110	108	-2

BUREAU OF LAND MANAGEMENT

Activity Summary

Activity: Firefighting and Rehabilitation

(dollars in thousands)

Subactivity	FY 1984 Actual (B.A.)	FY 1985 President's Budget	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-) FY 1986 Estimate Over 1986 Base
Firefighting and Presuppression	$9,331	$4,150 (48,270) 1/	$4,150	$3,585	-565
Rehabilitation	600	600 (1,530) 1/	600	600	---
TOTAL	$9,931	$4,750 (50,000) 1/	$4,750	$4,185	-565
(TOTAL)		(54,750) 2/	(54,750) 2/		

1/ Estimated FY 1985 "Firefighting and rehabilitation" supplemental of $50,000,000, to repay actual costs of FY 1984 firefighting and rehabilitation work. FY 1984 firefighting and rehabilitation cost will be financed through transfers authorized under Section 102 of the General Provisions of the FY 1984 Interior Appropriations Act and will be repaid by supplemental appropriations in FY 1985.

2/ Includes appropriated and proposed supplemental funds.

Justification of Program and Performance

Activity: Firefighting and Rehabilitation

(dollar amounts in thousands)

Subactivity		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Firefighting and Presuppression	$	4,150	4,150	3,585	---	-565
	(FTE-T)	(956)	(956)	(956)	(---)	(---)
Rehabilitation	$	600	600	600	---	---
	(FTE-T)	(20)	(20)	(20)	(---)	(---)
Total Requirements	$	4,750 1/	4,750	4,185 2/	---	-565
	(FTE-T)	(956)	(956)	(956)	(---)	(---)

Authorization

P.L. 97-394, Sec. 102; P.L. 98-146 Sec. 102 — The General Provisions of the FY 1983 and FY 1984 Appropriations Acts for the Department of the Interior and Related Agencies, authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the public lands and for the emergency rehabilitation of burned lands.

Objectives

- Provide the forces necessary to manage, detect, and suppress wildfires in order to maintain the productivity of the public lands; and
- Provide the initial funding to take immediate actions to reduce the damage resulting from wildfires or other natural disasters.

1/ Firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other natural disasters and vary from year to year. Funding to cover total actual fire presuppression, firefighting and rehabilitation expenditures is requested through supplemental appropriations. As directed by Congress, an FY 1985 supplemental appropriation to cover actual fire expenditures for FY 1984 is being requested separately. FY 1985 emergency presuppression, firefighting and rehabilitation costs will be financed through transfers authorized under Section 102 of the General Provisions; and funds will be requested in supplemental appropriations in FY 1986.

2/ The amount requested for FY 1986 is only the minimum amount needed to initiate emergency actions. FTE-T are accounted for here to reach Bureau-wide totals although funding for most of these FTE's is provided through the annual firefighting supplemental and current year fund transfers.

FIREFIGHTING AND PRESUPPRESSION

The Firefighting and Presuppression Program includes the following phases:

A. Management: This category includes the required permanent workforce necessary to initiate and manage the fire preparedness and suppression program and includes the planning, evaluation, and management necessary to carry out the suppression effort. Only permanent personnel assigned specifically to management of the fire suppression program are funded in this category.

B. Presuppression: These functions are performed to prepare the fire suppression forces to suppress an average of 2,500 fires annually. Included are: hiring and training approximately 2,000 seasonal fire suppression personnel; inspecting and servicing 327 fire trucks; making available (through contract) 33 helicopters, 19 retardant aircraft, and 30 multipurpose aircraft; inventorying and stocking fire supply caches; activating 120 field fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication networks and facilities. These activities take place during the designated activation periods of the fire season. The Bureau uses full service contracts through the Office of Aircraft Services to meet all aircraft support requirements of this mission.

C. Suppression: These functions include all actions directly tied to suppressing a specific fire and include costs of: personnel for fire management and suppression; equipment and aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; suppression supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support. Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category.

Decrease for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	4,150	3,585	$ -565
(FTE-T)	(956)	(956)	

The proposed decrease reflects the fact that both the House the Senate rejected the FY 1985 request to maintain funding for this activity at $4,750,000.

Distribution of change by object class

The object class detail of the proposed decrease of $565,000 is as follows:

	Amount
Other Services	$565,000

REHABILITATION

Rehabilitation costs are incurred to prevent land degradation, resource losses, and other dangerous situations due to damage by fire. This sub-activity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding on a burned area to establish a vegetative cover quickly to reduce wind and water erosion damage; construction of temporary water diversion structures to reduce erosion from water runoff; temporary fencing to prevent animals from killing the revegetated areas; and felling of fire-damaged trees in high use recreational areas.

BUREAU OF LAND MANAGEMENT

Activity Summary

Activity: Technical Services

(dollar amounts in thousands)

Subactivity	FY 1984 Actual	FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-) FY 1986 Estimate Over 1986 Base
Resource Protection	2,036	2,376	2,370	3,370	+ 1,000
Maintenance and Engineering Services	10,554	10,481	10,449	11,249	+800
Total	12,590	12,857	12,819	14,619	+ 1,800

Justification of Program and Performance

Activity: Technical Services
Subactivity: Resource Protection

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	2,376	2,370	3,370	+994	+1,000
	(FTE-T)	(25)	(25)	(30)	(+5)	(+5)

Authorization

43 U.S.C. 1733
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976, Section 303 (a), authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of public lands, including the property located on these lands. Under the Act, the Secretary may authorize Federal personnel or contract with other Federal agencies and appropriate local officials to carry out his law enforcement responsibilities.

Objectives

- Ensure compliance with all Federal laws, and appropriate State and local laws, governing the protection of the public lands and resources as directed by FLPMA; and
- Protect the natural resources from unlawful activities and investigate incidents of unlawful acts against public land resources through an effective law enforcement program.

Base program

The FY 1986 base for the Resource Protection subactivity is $2,370,000 and 25 FTE-T.

Section 303 of FLPMA encouraged BLM to enter into contracts and cooperative agreements with State and local law enforcement agencies to enforce Federal and State laws on public lands. Since FY 1978, cooperative agreements have been signed with local law enforcement agencies in most of the Western States. Specifically these cooperative agreements emphasize the enforcement of State and local ordinances rather than Federal laws on public lands. Enforcement of Federal laws on public land rests with Federal law enforcement officials.

The actual number of cooperative agreements can vary from year to year, because agreements may be on a county-wide basis, for specific problem areas only, or for a specified, limited time period, such as long holiday weekends. With the base level of funding, an estimated 52 cooperative agreements will be in effect.

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	Increase (+) or Decrease (-)
Cooperative agreements signed	52	67	67	---
(Average cost per agreement)	($17,000)	($20,000)	($20,000)	(---)
Cooperative agreements by State				
Alaska	1	1	1	---
Arizona	2	4	4	---
California	10	15	15	---
Colorado	2	3	3	---
Idaho	10	11	11	---
Montana	1	1	1	---
Nevada	2	2	2	---
Oregon	10	10	10	---
Utah	5	5	5	---

BLM special agents monitor each cooperative agreement. The agreements are usually with a county sheriff or a State or county recreation or park department. Resources being protected through cooperative agreements vary from State-to-State and by the nature of the problem.

Cooperative agreements in California's Mendocino County and in Montana's Fort Meade Recreational Area and with Nevada's Division of State Parks all provide for vehicular patrol, radio monitoring and a law enforcement presence at selected high public use areas on public lands which act as deterrents to numerous types of violations. Patrol and presence, particularly in remote and isolated areas, provide a measure of prevention, reducing people versus people violations, vandalism to improved facilities, ORV violations, and vegetative thefts to a vast area of public lands which otherwise would remain unprotected.

Direct BLM Protection Activities

Case investigation continues to be the mainstay of BLM law enforcement work. It provides the contacts which give exposure and visibility to resource protection personnel and, in many cases, acts as a deterrent to further violations.

At least one BLM special agent is assigned to each western State Office with two in most State Offices, and four in the Eastern States Office, California, and the Headquarters Office.

The following table summarizes projected casework in FY 1983, FY 1984 and the FY 1985 base.

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	Increase (+) or Decrease (-)
Investigations:				
Wild horse and burro	40	40	40	---
Timber theft	50	50	50	---
Range arson	25	20	20	---
Antiquity theft and destruction	50	50	50	---
Mineral theft and fraud	50	50	50	---
Theft and destruction of government property	80	85	85	---
Recreation site violations	45	50	50	---
Occupancy trespass	335	350	350	+10
Other*	65	45	45	-10
Total	750	750	750	---

* Assault, fraud, vegetative theft, assisting other agencies, marijuana control, and miscellaneous.

Investigations conducted by BLM special agents have resulted in Federal convictions for theft of coal; oil and gas lottery fraud; theft and destruction of archaeological resources, timber, native desert vegetation, minerals, and wild horses and burros; and unauthorized use.

Fines for these convictions often reach up to $100,000. A recent settlement of an Alabama coal trespass case raised the total amount of damages paid to $625,000.

The growing and harvesting of marijuana on public lands has increased tremendously over the past several years. The problems related to this illegal production have multiplied. Some State and local government agencies and some Federal agencies have begun to address this problem and in 1983 BLM began to use some of its manpower and resources to initiate action in this area. Since funds budgeted to the resource protection program have never been specifically earmarked for marijuana control, most of the base efforts in marijuana control have been indirect.

Cooperative agreements signed with county sheriffs have not outlined marijuana control as a work task to be accomplished; however, through informal arrangements, BLM has worked cooperatively with State and local government agencies in these matters. Considerable time of BLM special agents, particularly in California and Oregon has been devoted to marijuana control work, resulting in work in other areas being forgone or postponed. We estimate that about $300,000 annually is being used from the current Resource Protection program for marijuana eradication and control.

The BLM is cooperating extensively with the Drug Enforcement Administration, U.S. Forest Service, National Park Service, and the Bureau of Indian Affairs in such projects as Remote Sensing and Area Reduction Mapping and CAMP (Compaign Against Marijuana Planting).

Increase for FY 1986

	FY 1986 Base	FY 1986 Estimate	Difference
$	2,370	3,370	+1,000
(FTE-T)	(25)	(30)	(+5)

The increase of +$1,000,000 for FY 1986 is to put special emphasis on the detection, control and eradication of marijuana growing on the public lands.

Detection, control and final eradication of marijuana from public lands could cost several billions of dollars. The proposed increase of $1,000,000 to the ongoing Resource Protection program is a start on an effort which should not be postponed. The program has four components: detection; visitor/user safety and public awareness; employee safety; and law enforcement.

Detection includes remote sensing, aircraft overflights; aerial photographs, ground checking and interagency coordination;

Visitor/ User Safety and Public Awareness encompasses a public education program for those visitor and users of the public lands to become aware of the problem and suggest means of dealing with it.

Employee Safety training is to be given to employees on how to deal with the problems resulting from cultivation of marijuana on public lands and how to deal with the increased hazards existing while working on the public lands.

Law Enforcement includes action conducted in cooperation with other Federal, State and local law enforcement personnel.

The requested increase of $1,000,000 will provide funding for five additional special agents, thirty-one additional cooperative agreements with State and local law enforcement agencies, special equipment and contract support, including aircraft overflights, aerial photography, inventory and data processing, and expanded coordination with other agencies.

The Federal Strategy for the Prevention of Drug Abuse and Drug Trafficing was issued by the White House in 1982. The Department of the Interior issued a policy directive in July 1983 for the "Cannibis Reduction Program." Cultivation of marijuana is illegal in most states and strictly prohibited on public lands.

Certain areas of the Public Lands are becoming unsafe for both visitor/users and BLM employees. It is becoming increasingly more dangerous particularly in California and Oregon in areas where cultivation of marijuana has become the cash crop. Additionally, public resources and the environment are being damaged. Ground water supplies are being endangered by the use of concentrated fertilizers, wildlife is being exposed to large concentrations of rodent poisons, and major fires are being caused by marijuana cultivators.

The proposed increase will establish a program to begin to deal with this problem.

Distribution of change by object class:

The object class detail for the proposed increase of $1,000,000 is as follows:

		Annual Salary
Personnel Compensation	+5	$ 165,000
Personnel benefits		10,000
Travel and transporation of persons		50,000
Contract services		675,000
Supplies and material		10,000
Equipment		90,000
Total		$1,000,000

Justification of Program and Performance

Activity: Technical Services
Subactivity: Maintenance and Engineering Services

(dollars amounts in thousands)

Program Elements		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Building Maintenance	$	3,163	3,153	3,383	+220	+230
	(FTE-T)	(55)	(55)	(55)	(0)	(0)
(Energy Conservation - Retrofit Projects)	$	(---)	(---)	(14)	(+14)	(+14)
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Recreation Maintenance	$	3,632	3,620	3,650	+18	+30
	(FTE-T)	(71)	(71)	(71)	(---)	(---)
Transportation Maintenance	$	2,525	2,515	3,055	+530	+540
	(FTE-T)	(50)	(50)	(50)	(---)	(---)
Engineering Services	$	1,161	1,161	1,161	(---)	(---)
	(FTE-T)	(26)	(26)	(26)	(---)	(---)
(Energy Conservation-Technical Surveys)	$	(80)	(80)	(---)	(-80)	(-80)
	(FTE-T)	(2)	(2)	(---)	(-2)	(-2)
Total Requirements	$	10,481	10,449	11,249	+768	+800
	(FTE-T)	(202)	(202)	(202)	(---)	(---)

Authorization

43 U.S.C. 1701, 1731-32, 1762

Federal Land Policy and Management Act of 1976 provides authority for:

- maintenance of roads required for protection, development, and management of lands for utilization of forest and other resources; and

- directs that public lands be managed to protect scenic, historical, and archaeological values and to provide for outdoor recreation and for human occupancy and use.

16 U.S.C. 594, P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber owned by the United States from fire, disease, or insect ravages.

During the period of 1973-1985, the Bureau will have spent about $80 million in capital investments for buildings, recreation facilities and roads. In total, the estimated in-place value of these capital facilities and buildings owned and constructed by BLM is almost $360 million. The proposed maintenance expenditures of $11,281,000 in FY 1986 represent 3.1 percent of the capital investment to be used for maintenance, upkeep, and protection of the investment.

Maintenance expenditures are also directly related to ensuring that a safe environment exists for users of public lands and for federal employees who manage and protect resource values.

BUILDING MAINTENANCE

Objectives

- o Provide maintenance on 132 BLM-owned office buildings, 700 other BLM-owned buildings and associated water and sewer systems in order to:
  - provide a safe and professional working environment for BLM employees and for public visitors to BLM office buildings;
  - maintain the public investment through adequate stewardship of federal buildings.
- o Provide retrofit maintenance such as adding insulation, storm windows, utility system control units, and other energy conservation measures identified in technical surveys as being cost effective.

Base program

The base level of $3,153,000 and 50 FTE-T provides maintenance of BLM-owned office buildings, warehouses, shops, storage buildings, fire stations, lookouts, parking areas, and wareyards (outside of western Oregon).

Maintenance includes:

- o Minor maintenance work, such as repainting and replacing broken windows;
- o Major maintenance work, such as repairing sewage systems and facilities and minor structural repairs;
- o Energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems; and
- o Grounds work, such as mowing lawns, pruning trees and shrubs, irrigation and gravel replacement.

Of the approximately 1,400 buildings owned by BLM, we will maintain 132 office buildings and over 700 other buildings. The buildings scheduled for maintenance are those that are targeted for long-term retention and needed to accomplish the goals of the organization. BLM will also maintain 177 water and sewage systems. Most of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving

electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities.

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimates	Difference
$	3,153	3,383	+230
(FTE-T)	(50)	(50)	(---)

The FY 1985 funding level does not provide for major repairs or replacements to Bureau buildings, and is not sufficient for scheduled maintenance in certain instances. The FY 1985 level also does not provide for maintenance of newly acquired or completed buildings.

The proposed increase in FY 1986 will provide for maintenance of an additional 125,000 square feet of buildings (including the Anasazi Heritage Center, Colorado, and the New Elko District Office, Nevada), modification/replacement of 5 heating, ventilating and air conditioning systems, 2 roof replacements, repair/replacement of 4 water systems, and improved quality of maintenance of 6,000 square feet of office buildings. The buildings that would benefit from the increased funding are also those that are targeted for long term retention. All additional funding will be directed to contract services or replacement of systems. No additional FTE is required with the increase. Field offices have identified additional building maintenance needs nearly five times greater than the proposed increase for FY 1986. Emphasis will be placed on the most critical maintenance needs that should not be postponed.

Distribution of change by object class

The object class detail for the increase of $230,000 is as follows:

	Amount
Other Services	$230,000

RECREATION MAINTENANCE

Objectives

- o Maintain 436 developed recreational sites on the public lands (outside of western Oregon) at a standard that will:
  - Protect public facilities, investments and resource values; and
  - Remove or correct health or safety hazards such as inadequate sanitary facilities and hazardous water supplies.
- o Provide cleanup and hazard reduction at about 4,000 undeveloped public land sites receiving recreational use to ensure public safety and to protect the surrounding natural resource values.

Base program

The base program level is $3,620,000 and 71 FTE-T. The principal costs of maintaining recreation sites are:

- o trash collection;
- o installation and maintenance of water purification systems;
- o repair of structures (picnic facilities, restrooms, etc.);
- o removal of hazards such as dead trees, excess fire fuel, old mine shafts, etc.; and
- o repair or replacement of signs.

This level of maintenance will help to ensure safe, hazard-free and sanitary conditions for visitors to the public lands. This includes $2,419,000 for trash collection, installation and maintenance of water purification devices, and repair of facilities at 436 developed recreation sites. The remaining $1,213,000 will be used for cleanup of about 4,000 picnic and undeveloped sites, and removal of 300 hazards.

Maintenance of recreational facilities is supplemented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are also being developed with local clubs or other organizations to maintain recreational sites whenever possible.

Examples of the need for cost-effective maintenance can be found in most BLM districts, but the recreation sites on the Lower Colorado River and the Imperial Sand Dunes areas in California illustrate the maintenance requirements that BLM faces. The Bureau has invested over $1.5 million in the construction of facilities in these areas. Without a scheduled preventive maintenance program to protect water, sewer, and electrical systems, buildings, roads, and parking areas, BLM will soon face replacement costs that approach the total capital investment.

The Lower Colorado River and the Imperial Sand Dunes areas support over 7 million visitor use days. This intensity of use is comparable to the use received by some areas of the National Park System. Failure to take the necessary actions could require closing the areas, resulting in a loss of the public's investment and serious health and safety hazards.

In order to ensure more effective use of maintenance funds, BLM is including a periodic maintenance schedule as part of the design requirements on all new projects. During FY 1986, BLM will maintain 436 developed campsites consisting of 4,726 "Family Units." 1/ An additional 4,000 picnic and undeveloped sites receive minimum maintenance to protect users' health and safety. Maintenance funds will be concentrated on the most intensively used recreation areas where both visitor use and BLM's investment is the greatest.

1/ A "Family Unit" is the facility that a typical family would use at a developed campground and will normally consist of a parking space, table, fire or barbecue site with associated water, sewage, and trash facilities.

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	3,620	3,650	+30
(FTE-T)	(71)	(71)	(---)

The proposed increase in FY 1986 will provide for the removal of approximately 30 additional hazards in six states at or around recreation sites. The increase will improve visitor safety and also demonstrate expanding stewardship of the public investment.

Distribution of change by object class

The object class detail for the increase is as follows:

	Amount
Other Services	$30,000

TRANSPORTATION MAINTENANCE

Objective

o To maintain roads, trails, and major bridges on BLM-administered public lands, outside of western Oregon, in order to:

- prevent expensive replacement or rehabilitation costs;
- protect the government and public capital investment;
- increase the safety of the roads for public use and use by federal employees
- reduce erosion; and
- maintain the usefulness of roads for the purpose for which they were constructed.

Base program

Base funding for the Transportation Maintenance Program is $2,515,000 and 50 FTE-T.

There are about 44,000 miles of roads, 5,000 miles of trails, and approximately 250 major bridges on public lands outside of western Oregon. Responsibility for maintaining these roads and bridges lies with the BLM. At the FY 1986 base level, the Bureau will:

o Maintain about 6,912 miles of road at an average cost of $323 per mile;

o Maintain 30 bridges at a cost of $2,030 each; and

o Maintain 1,163 miles of ungraded roads and trails at a cost of $200 per mile.

About 95 percent of BLM road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- o Grading to repair damage from erosion;
- o Stabilization of shoulders to protect surfacing;
- o Resealing or repaving;
- o Replacement of individual culverts; and
- o Repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal examples are timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM).

For BLM scheduled maintenance work, emphasis is placed on those roads, trails, and bridges that receive the greatest use and on roads which have the greatest potential for erosion if maintenance is deferred. Most of BLM's roads are unsurfaced, and erosion will render them unusable if they are not repaired promptly. Also, many roads and trails are receiving increased usage by the public -- particularly recreation users -- and must be adequately maintained to protect user and employee safety.

BLM roads represent public investments in public lands. Diligent maintenance reflects proper stewardship of these investments. Insufficient maintenance creates hazardous conditions and the need for more costly maintenance or reconstruction. For example, in Oregon, the Deschutes River Road handles about 62,680 vehicles/year. The 14 year old bituminous surface of the road is worn out and requires chip sealing and fabric to prevent the need for replacement of the entire surface at a much higher cost. In New Mexico, the Chiuilla Road is a major access road to BLM lands in the northwest part of the State. Over 9,000 vehicles access the public lands serviced by this road annually. The road is also used by BLM in administering grazing, recreation, timber, and minerals on public lands. The road was gravelled in 1967, and now requires new material, shaping and grading. Numerous other examples could be cited.

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	Increase (+) or Decrease (-)
Maintenance				
Surfaced roads (miles)	1,000	700	700	---
Graded roads (miles)	7,161	6,212	6,212	---
Trails (miles)	1,625	1,163	1,163	---
Bridges (#)	38	30	30	---

Increase for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	2,515	3,055	+540
(FTE-T)	(50)	(50)	(---)

The road system is becoming increasingly subject to the effects of erosion with each runoff season because funding levels have not permitted preventive maintenance or correction of smaller problems from one season to the next. The system is showing the effects of deferred maintenance, which will result in costly reconstruction.

The proposed funding increase will fund the repair of an additional 25 bridges, provide corrective maintenance to about 1000 miles of damaged roads, and expand the frequency of routine maintenance on 1200 miles of priority roads. The additional maintenance will be performed to help prevent costly reconstruction or closing of important segments of the Bureau's transportation system that result from extended deferral of maintenance. These additional maintenance needs represent only the top priority maintenance need for the Bureau's transportation system.

The effect of the proposed increase will also help foster a safe environment on the public lands for both the public and Federal employees. Improved maintenance of the Bureau's transportation system would reduce the number of accidents on public land roads and the related claims brought against the Bureau.

(dollars in thousands)

Workload Measure	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
Maintenance			
Surfaced Roads (miles)	700	700	---
Graded roads (miles)	6,212	7,212	+1,000
Trails (miles)	1,163	1,163	---
Bridges (#)	30	55	+25

Distribution of change by object class

The object class detail for the proposed $540,000 increase is as follows:

	Amount
Other Services	$540,000

ENGINEERING SERVICES

Objectives

- o Provide engineering survey and design, and other professional engineering/ architectural services for the development and operation of the Bureau's physical facilities;

- o Provide technical engineering assistance to resource management programs; and

- o Operate one BLM sign shop (at Rawlins, Wyoming) in FY 1986.

FY 1986 program

The FY 1986 base and estimate funding level of $1,161,000 and 26 FTE-T consists of $1,076,000 for engineering services and $85,000 for the Bureau's sign-making work.

Engineering services provide essential technical expertise to all other Bureau programs through an experienced staff of professional engineers and architects located at the Denver Service Center. In addition, State Office and District Office engineering personnel perform transportation system management services and contract supervision and administration of both facility construction and major land improvements requiring engineering expertise. Examples of engineering services included in the base and estimate levels are:

- Program management and training.
- Survey and design of timber access roads (to be built by others).
- Survey and design of roads requiring easements in all programs.
- Survey of non-road easements.
- Technical assistance for dam and bridge safety inspections, rehabilitation and maintenance.
- Technical assistance for health and safety services at Bureau facilities.
- Technical assistance for the design and maintenance of range improvement, wildlife, and watershed projects.
- Review and administration of architectural and engineering source contracts for all programs.
- Transportation system management functions for all Bureau programs.

In addition to the survey and design work for buildings, roads and trails, and recreation facilities, the Bureau's engineering personnel perform a number of other services including:

- o Dam safety review (through design, evaluation, and rehabilitation of structures); and

- o Expert review of dam safety problems in emergency situations, bridge inspections and repairs,and road washouts.

The Bureau produces about 10,000 signs annually. If BLM does not make the signs, regulations require that the work be contracted to Prison Industries. Building the signs in-house allows BLM to meet a variety of needs, still conform to standards, and do so at a savings to the government by reducing transportation costs.

The 10,000 signs that are installed or replaced each year provide:

- Information to the public at Bureau office complexes and on recreational sites;
- Directional, locations or boundary identification assistance to the public and for program management purposes by signing roads, projects and major topographic features; and
- Safety and interpretive signs to protect the public and help them better understand and appreciate the natural resources around them.

Activity Summary

Activity: General Administration

(dollar amounts in thousands)

Subactivity	FY 1984 Actual	FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-) FY 1986 Estimate Over 1986 Base
General Administration	81,302	85,429	85,170	86,572	+1,402
Total	81,302	85,429	85,170	86,572	+1,402

Justification of Program and Performance

Activity: General Administration
Subactivity: General Administration

(dollar amounts in thousands)

Program Element		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Executive and Managerial Direction	$	5,903	5,803	5,803	-100	---
	(FTE-T)	(103)	(103)	(103)	(---)	(---)
Equal Employment Opportunity	$	2,132	2,122	2,122	-10	---
	(FTE-T)	(77)	(77)	(77)	(---)	(---)
Administrative Services and Support	$	34,593	32,869	32,869	-1,724	---
	(FTE-T)	(1,120)	(1,061)	(1,061)	(-59)	(---)
Bureauwide Fixed Costs	$	42,801	44,376	45,778	+2,977	+1,402
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	85,429	85,170	86,572	+1,143	+1,402
	(FTE-T)	(1,300)	(1,241)	(1,241)	(-59)	(---)

Authorization

43 U.S.C. 1713, 1748 P. L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976, (FLPMA) Section 301, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by Section 403 of the Reorganization Plan No. 3 of 1946 (43 U.S.C. 1451, note).
42 U.S.C. 2000	Civil Rights Act of 1964, as amended requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.
Executive Order 11478	Requires that affirmative program of equal employment opportunity for all employees and applicants for employment be established and maintained.

P.L. 97-177 — Prompt Payment Act of 1982 requires that agencies meet certain deadlines in paying invoices from vendors and include specified payment requirements in procurement documents when they are issued. In addition, the act requires the payment of interest penalties when invoices are not paid on time.

Funding Sources

Funding of the general administration expenses of the Bureau is provided from two sources: (1) the direct appropriation of funds provided from this activity and (2) credits from indefinite appropriation accounts, reimbursements, and allocation accounts. In FY 1986, the total funding from all sources is estimated as follows:

Fund Source Table
(dollar amounts in thousands)

Source	FY 1984 Estimate	FY 1985 Estimate	FY 1986 Estimate
General Administration activity, MLR	$81,302	$85,429	$86,572
MLR-Reimbursements	900	900	900
Range Improvements appropriation	600	600	600
Payments in Lieu of Taxes appropriation	200	200	200
Service Charges, Deposits, & Forfeitures appropriation	281	1,183	916
Road Maintenance-Permanent appropriation	355	280	200
Trust Funds	35	35	35
Allocation Accounts from other agencies	35	35	35
Total Available for Administrative Expenses	$83,708	$88,662	$89,458

Objectives

The objective of the General Administration activity is to provide general administrative support to all Bureau programs and organizational levels in order to function effectively. These services are executive and managerial direction, equal employment opportunity programs, financial management, records and directives systems management, budget development and execution, personnel administration, procurement and contracting services, property management, and funding for a variety of fixed costs.

In addition to providing the necessary general administrative support, the objective is also to provide that support at the lowest possible cost. The FY 1986 funding level for General Administration is a proposed funding level that is only 14.5 percent of the total FY 1986 Estimate for the Bureau. This percentage is well within recognized acceptable limits for administrative costs and efficiency.

EXECUTIVE AND MANAGERIAL DIRECTION

(dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Executive & Managerial Direction	$	5,903	5,803	5,803	---
	(FTE-T)	(103)	(103)	(103)	(---)
Executive Direction -					
Headquarters Office	$	969	969	969	---
	(FTE-T)	(15)	(15)	(15)	(---)
State Offices/DSC	$	2,605	2,552	2,552	---
	(FTE-T)	(41)	(41)	(41)	(---)
Managerial Direction -					
District Offices	$	2,329	2,282	2,282	---
	(FTE-T)	(47)	(47)	(47)	(---)

Base program

The directorate level positions in the headquarters office included in the executive and managerial direction element are the Director, the Associate Director, four Special Assistants to the Director, three Deputy Directors, the Assistant Director - Administration, and their immediate office secretaries. The other Assistant Directors and their staffs are funded by the budget activities and programs for which they are responsible.

The Headquarters directorate is responsible for developing general and specific managerial and administrative policy and programs for the Bureau, and for providing direction to 12 State Offices, the Service Center, and the Boise Interagency Fire Center. The directorate also represents the Bureau and its resource management programs in relations with the Department, Congress, other Federal agencies, international organizations with interest in resource utilization and management.

The executive direction positions in the State Offices include the 12 State Directors, the associate State Directors, and their immediate office secretarial support. This State directorate level is responsible for implementing national policy by providing procedural and program guidance and ensuring consistent application and implementation of Bureau policy and procedures through program direction over field operations.

The Director of the Service Center ensures that technical and administrative support is provided to Headquarters, State and district office operational programs.

District managers provide managerial direction in each of the Bureau's district offices. They are responsible for working within the parameters of national and State policy direction, but have the flexibility to tailor implementation measures to fit local conditions and achieve program goals to best meet the local resource needs.

No change in program requirements for executive and managerial direction is anticipated for FY 1986.

EQUAL EMPLOYMENT OPPORTUNITY

(dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Equal Employment Opportunity	$	2,132	2,122	2,122	---
	(FTE-T)	(77)	(77)	(77)	(---)
Headquarters Office	$	500	500	500	---
	(FTE-T)	(15)	(15)	(15)	(---)
Field	$	1,632	1,622	1,622	---
	(FTE-T)	(62)	(62)	(62)	(---)

Base program

The FY 1986 program for Equal Employment Opportunity is $2,122,000 and 77 FTE-T at both the FY 1986 Base and Estimate levels.

The Bureau EEO Officer at Headquarters reports directly to the Bureau Director and is responsible for development, implementation, and evaluation of the Bureau's EEO program.

Field level EEO Officers report directly to State/Office Directors and perform similar functions within their areas of responsibility.

The Bureau's Equal Employment Opportunity program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, the Civil Service Reform Act, Departmental Directives, and related statutes, regulations and orders to ensure nondiscrimination in Bureau hiring and employment practices. The program provides for the processing of EEO discrimination complaints, the coordination of the Federal Equal Opportunity Recruitment Program (FEORP) and other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing cooperative education and other agreements with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO related training based on need-specific requirements.

Pursuant to Executive Order 12320, the Bureau administers the Historically Black Colleges and Universities Program Initiative as a key component of Civil Rights Compliance responsibility of the Office of Equal Employment Opportunity. Four of the five programmatic areas identified by the Director, Office of Historically Black Colleges and Universities Programs, (i.e., Education and Training, Special Projects, Public Information, and Private Sector Involvement) will be funded in FY 1986.

Preliminary planning and pilot implementation have been completed to extend field participation and involvement in Title VI compliance, specifically, Recreation and Public Purposes Act interests, and in Title VII work. The program is emphasizing professional conflict management capabilities to further increase cost effectiveness in the management and adjudication of civil rights issues as a means of reducing the extreme expenses often associated with litigation in the past.

Accomplishments and projected workload include:

Workload Measure	FY 1983 Actual	FY 1984 Estimate	FY 1985 Estimate	FY 1986 Estimate
Informal complaints	330	360	380	380
Formal complaints	18	25	37	45
Complaints resolved/adjusted	33	38	38	38
Women/minorities in targeted occupations	325	475	500	550
EEO counselors trained	30	45	45	40
Administrative inquiries performed	5	8	8	5
Participants - upward mobility program	54	64	70	75

ADMINISTRATIVE SERVICES AND SUPPORT

(dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Administrative Services and Support	$	34,593	32,869	32,869	---
	(FTE-T)	(1,120)	(1,061)	(1,061)	---

The distribution among the subelements of administrative support is as follows:

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec.(-)
Public Affairs & Information	$	1,102	1,099	1,099	---
	(FTE-T)	(28)	(28)	(28)	(---)
Budget Development and Execution	$	2,891	2,883	2,883	---
	(FTE-T)	(81)	(81)	(81)	(---)
Procurement and Property Management	$	14,971	13,873	13,873	---
	(FTE-T)	(484)	(449)	(449)	(---)
Personnel, Training, and Safety	$	8,086	7,493	7,493	---
	(FTE-T)	(252)	(234)	(234)	(---)
Financial Management	$	2,610	2,602	2,602	---
	(FTE-T)	(97)	(91)	(91)	(---)
Records & Directives Systems Management	$	3,553	3,543	3,543	---
	(FTE-T)	(143)	(143)	(143)	(---)
Other Management Support	$	1,380	1,376	1,376	---
	(FTE-T)	(35)	(35)	(35)	(---)
TOTAL	$	34,593	32,869	32,869	---
	(FTE-T)	(1,120)	(1,061)	(1,061)	(---)

Base program

The Administrative Services and Support element provides basic services essential to the entire Bureau organization for ongoing operations and mission accomplishment. The element constitutes only 10.6 percent of the Bureau's FTE complement and requires only 7.8 percent of the total amount of the Bureau's direct operating appropriations (Management of Lands and Resources, Construction and Access, Land Acquisition, and Oregon and California Grant Lands). The various subelements of the program are described below.

The $1,625,000 and 59 FTE reduction in the base program represents anticipated savings resulting from Department-wide consolidation of administrative support personnel in the Headquarters and field offices. Specific management initiatives are currently being developed, both in the Departmental Administrative Improvement Study and within the BLM, to provide for resource sharing in the consolidated Headquarters and field categories. The anticipated savings may be realized when these initiatives are operational. (Also, a more precise distribution of dollar, FTE, and workload savings among the Administrative Services and Support subelements can be reflected when the initiatives are implemented.)

The savings projected assume that the studies underway will lead to actions actually accomplishing the savings projected. While the Bureau is making every effort to ensure administrative improvements wherever possible, both through Departmental task force efforts and internal evaluations, it is still uncertain whether such improvements would be most effective in the areas indicated or result in the magnitude of savings indicated. There is serious reservation whether, even if sizable improvements or consolidations are identified and implemented, savings would actually result in the first year or two of implementation, namely FY 1986. Should the savings not be realized in FY 1986, the Bureau would be seriously underfunded in this program.

(dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Public Affairs and Information	$	1,102	1,099	1,099	---
	(FTE-T)	(28)	(28)	(28)	(---)
Headquarters Office	$	693	691	691	---
	(FTE-T)	(17)	(17)	(17)	(---)
Field	$	409	408	408	---
	(FTE-T)	(11)	(11)	(11)	(---)

Base program

At the headquarters level, the Public Affairs staff is responsible for the Bureauwide program development and oversight of policies and practices for involving the public in Bureau decisions and for developing and maintaining productive working relationships with other Federal, State, and local agencies and user groups. It develops and provides guidance for Bureauwide formal cooperative agreements with such agencies and groups and manages the Bureau's publications program.

The staff also provides public information at the National level as well as for the headquarters office and provides advice to field line managers on public affairs media relations and information matters. It ensures that appropriate channels are available for communicating with both public land users and the general public about resource issues.

At the field level, the public affairs staffs provide overall program assistance, support and guidance to State directors and district managers in the same program areas addressed by the Headquarters office. Direct informational and public participation efforts in support of individual program requirements are funded by the benefiting activity or subactivity.

(dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Budget Development and Execution	$	2,891	2,883	2,883	---
	(FTE-T)	(81)	(81)	(81)	(---)
Headquarters Office	$	901	899	899	---
	(FTE-T)	(26)	(26)	(26)	(---)
Field	$	1,990	1,984	1,984	---
	(FTE-T)	(55)	(55)	(55)	(---)

Base program

All Bureau organizational units and levels have some role to perform in BLM's budgeting and programming efforts. The Headquarters Budget Office staff is responsible for the development, preparation, presentation, and accuracy of the Bureau's budget estimates and justifications. They prepare, monitor, and analyze data for program and budget documents, including the Annual Work Plan, the Operating Budget, the President's Budget, and program "packages" for the out-year budget development. The Budget Office staff is also responsible for budget execution, ensuring compliance with the provisions of the Appropriations Acts and for fund control to prevent over-obligation of funds. The staff prepares cost and manpower estimates, supplemental and reprogramming requests, and status of requirements. The Budget Office is supported in this effort by program specialists from each part of the Headquarters organization relative to their programs' budgetary requirements. The portion of this supporting effort at the Headquarters level related to General Administration functions is also carried in this program element.

In the field, the personnel necessary to operate various phases of budget formulation and execution for their organizational units are located in the State and district offices and the Service Center. The funds identified above include only the costs of that budget and programming work performed on a Bureauwide or officewide basis. Budget and programming work required in direct support of individual programs is funded by the benefiting activity or subactivity.

(dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Procurement and Property Management	$	14,971	13,873	13,873	---
	(FTE-T)	(484)	(449)	(449)	(---)
Headquarters Office	$	2,698	2,278	2,278	---
	(FTE-T)	(42)	(31)	(31)	(---)
Field	$	12,273	11,595	11,595	---
	(FTE-T)	(442)	(418)	(418)	(---)

At the Headquarters level, the procurement and property management staffs:

- Plan and direct the Bureau's procurement, space management, and property management to ensure responsiveness to program needs and coordination with other Bureau programs;

- Provide program direction, goal development, and liaison with other governmental and private organizations for the Bureau's Small and Disadvantaged Business Utilization Program;

- Develop directives and other guides regarding procurement and property management functions to ensure conformity with Federal laws and regulations;

- Identify needs for regulatory changes and provide advice and assistance to the Department in their preparation;

- Process and issue contracting officer warrants for the Bureau;

- Maintain liaison with vendors, manufacturers, and trade associations to stay abreast of new technology and market development in Bureau procurement areas; and

- Provide operational general services such as purchasing, space management, printing management, duplicating services, and mail routing and processing for the Headquarters Office.

At the field level, the procurement and property management staffs implement these various systems and manage the operational aspects of procurement, property management, and space management required to support the organization's functions. This element also provides for receiving, routing and delivering mail and correspondence sent to and initiated within the Bureau.

Procurement and contracting organizations at all levels of BLM purchased goods and services totaling about $72 million in FY 1983. The Headquarters procurement staff processed about $3.6 million. Contracting for the Western States (except Oregon) and Alaska is consolidated in the Denver Service Center, which awarded contracts for construction, studies, supplies, and services totaling $26.1 million. The Oregon State Office awarded contracts totaling $5.6 million. State and district office procurement staffs processed a total $36.7 million in small purchase transactions under $10,000 each.

The property management workload includes inventory and control of:

- Capitalized and Major Noncapitalized Equipment
  Approximately 100,000 items valued at $112 million (acquisition value).

- Stores Account
  Regular Operating Stores - Approximately $4 million acquisition value. Fire Stores at BIFC, and Fairbanks, Alaska - Approximately $10 million in acquisition value.

- Motor Vehicle and Heavy Equipment Management
  BLM-Owned - Approximately 1,850 motor vehicles and 500 self-propelled equipment units (tractors, road graders, forklifts, snowmobiles, etc.)
  GSA-Motor Pool Assignments - Approximately 3,200 motor vehicles.

- Real Property
  BLM Owned:
  1,562 buildings for program administration and management containing 1.8 million square feet.

- GSA Lease (FY 1986)

  1.6 million square feet of office space
  3.1 million square feet of storage, parking, and other space

(dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Personnel, Training and Safety	$	8,086	7,493	7,493	---
	(FTE-T)	(252)	(234)	(234)	(---)
Headquarters Office	$	1,275	1,049	1,049	---
	(FTE-T)	(38)	(33)	(33)	(---)
Field	$	6,811	6,444	6,444	---
	(FTE-T)	(214)	(201)	(201)	(---)

The Headquarters office personnel, training and safety staffs formulate objectives, policies, and guidelines for Bureauwide activities. More specifically, the staffs:

- Develop comprehensive personnel management programs covering all personnel functional areas to meet BLM mission accomplishment in compliance with laws, regulations, and public policies. This includes programs and policies for operating personnel offices in the Headquarters offices, the Service Center, each State office, and other Bureau offices where personnel authority is currently delegated;

- Develop policies and programs to implement provisions of the Civil Service Reform Act of 1978, including Merit Pay for supervisors and the Senior Executive Service;

- Develop policies and programs to implement the Bureau's Performance Improvement Systems, Incentive Awards Program, orientation, training, and planned employee development activities;

- Develop policies and programs to carry out Bureau responsibilities for: position classification; merit promotion and internal placement plans; upward mobility; cooperative education; summer and seasonal employment; Federal Equal Opportunity Recruitment Program; and special emphasis programs designed to address the employment needs of handicapped, disadvantaged, underutilized and others identified by statute or regulations;

- Develop policies, programs, and objectives for the Bureau's international cooperative and technical assistance programs;

- Provide technical advice and assistance for Bureau technical training courses and training centers, including providing technical criteria and procedures on a Bureauwide basis. Provide executive and management training and other special programs such as the Presidential Management Intern Program; and

- Develop, administer, and evaluate a program to further the occupational health and safety of Bureau employees and the safety of public land visitors.

The Headquarters, Service Center, and State office personnel staffs provide the following to subordinate offices:

- Technical advice and assistance to line management concerning labor relations activities that involve bureau offices and employees. Over 2,200 Bureau employees are represented by two unions at 20 geographic locations. Additionally, the National Federation of Federal Employees has been accorded a National Consultation Right since they represent more than 10 percent of Bureau employees. This requires the Bureau to inform the union of any substantive change in conditions of employment proposed by BLM management and to consider their views and recommendations prior to final implementation; and

- Counseling of employees including advice, assistance, interpretation, and guidance to employees concerning interpretation of the Department's regulations relating to responsibilities, conduct, and employee rights. Conduct technical review of and make recommendations regarding employee complaints, adverse actions or grievance cases on appeal to the Director. Of particular importance is the conflict of interest program which Bureauwide entails the services of 2 full time and 15 collateral duty employees to personally contact 3,500 employees to obtain 4,500 forms related to financial disclosure requirements under 6 statutes.

The servicing personnel offices and safety specialist in each State office and other field office carries out the operational aspects of the program, which include:

- Staffing and organizational analysis and classification of 8,000 positions;

- Processing 35,000 personnel actions and issuing 2,000 vacancy announcements;

- Supervising the process of selecting, appointing, and releasing employees in the work force;

- Determining training needs and advising supervisors on training opportunities;

- Developing and managing a program that ensures that employees receive proper orientation and the training needed to perform assigned duties at an acceptable level of performance;

- Providing information on employee benefits and processing 1,446 employee awards;

- Handling 300 employee grievances and complaints; and

- Developing and maintaining safety awareness and loss control programs that effectively reduce injury and property damage losses.

(dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Financial Management	$	2,610	2,602	2,602	---
	(FTE-T)	(97)	(91)	(91)	(---)
Headquarters Office	$	412	411	411	---
	(FTE-T)	(13)	(13)	(13)	(---)
Field	$	2,198	2,191	2,191	---
	(FTE-T)	(84)	(78)	(78)	(---)

Base program

The Headquarters finance staff directs the operation and improvement of the Bureau's integrated appropriation/cost accounting system to meet all managerial and legal accounting and financial management requirements. Specifically the staff:

- Develops and provides guidance, implements and reviews accounting policies and procedures to maintain an efficient accounting system that meets the internal financial management requirements of the Bureau that is fully integrated with the Bureau's budgeting system, and is consistent with the requirements of the General Accounting Office, the Office of Management and Budget, the Department of Treasury, General Services Administration, and the Office of the Secretary. Continuing Treasury and OMB innovations relating to cash transactions and reporting have necessitated frequent revisions to the automated financial management system and internal control mechanisms;

- Provides policy, program guidance, and technical assistance on financial control systems to Headquarters program offices, field offices, and the Service Center, with particular emphasis on fund accountability, accounting systems, receipt collections, payroll, voucher auditing, and making disbursements to meet Departmental and Federal accounting requirements;

- Provides guidance and technical assistance for Bureauwide cost recovery programs and monitors billings and recovery of funds on major rights-of-way projects;

- Develops policies, provides technical advice, and implements systems and procedures for processing and recording receipts from sales and leases of lands administered by the Bureau and the disposition of these funds, payments, and loans to State and local governments;

- Administers and develops programs and policies to implement and maintain systems procedures for payments made by the Federal Government under the provisions of the Payments in Lieu of Taxes Act (P.L. 94-565), as amended, and provides advice, guidance and coordination with Federal, State and local government officials;

- o Oversees reconciliation of reports and records in accordance with principles and standards promulgated by the Comptroller General;

- o Monitors Bureau activities for accounting and reporting cash collections, disbursements, and payroll to ensure compliance with legal and administrative requirements; and

- o Investigates and processes tort claims.

The Service Center (DSC) financial operations division processes financial documents that have been initiated at other field offices and maintains the Bureau's system of accounts and financial management reports. Finance staffs at Headquarters and DSC and administrative personnel at the field offices initiate and process approximately 86,000 billing documents, 207,000 payment documents and 430,000 payroll actions each year.

(dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Records and Directives	$	3,553	3,543	3,543	---
Systems Management	(FTE-T)	(143)	(143)	(143)	(---)
Headquarters Office	$	225	224	224	---
	(FTE-T	(7)	(7)	(7)	(---)
Field	$	3,328	3,319	3,319	---
	(FTE-T)	(136)	(136)	(136)	(---)

Base program

The records and paperwork management staff in the Headquarters Office and other Bureauwide records management staffs at all organizational levels maintain the official files and records in accordance with the Bureauwide program for paperwork management. The Headquarters staff develops standards and procedures. The Denver Service Center staff provides assistance, training and quality control. The BLM's record holdings are comprised of 135,347 cubic feet of records and 48,589 cubic feet of library reference material.

(dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Other Management	$	1,380	1,376	1,376	---
Support	(FTE-T)	(35)	(35)	(35)	(---)
Headquarters Office	$	1,380	1,376	1,376	---
	(FTE-T)	(35)	(35)	(35)	(---)

This category includes the Headquarters staffs that support the directorate and field level executives on matters involving congressional liaison, legislation and regulatory management, program evaluation, and management analysis. The cost and FTE breakdown for other management support includes the following:

(dollar amounts in thousands)

		FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Congressional Liaison	$	181	180	180	---
	(FTE-T)	(3)	(3)	(3)	(---)
Support Staffs	$	1,199	1,196	1,196	---
	(FTE-T)	(32)	(32)	(32)	(---)

BUREAUWIDE FIXED COSTS

Base program

The table below lists the individual items by estimated FY 1985, FY 1986 Base, FY 1986 Estimate, and increase (+) or decrease (-) of the FY 1986 Estimate from the FY 1986 Base.

(dollar amounts in thousands)

Cost Item	FY 1985 Estimate	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Space Rental (SLUC)	24,879	25,994	25,994	---
General Purpose Wire Communications	(7,593)	(7,593)	(8,583)	(+990)
FTS	2,480	2,480	2,678	+198
Commercial Telephone	4,833	4,833	5,610	+777
Facsimile Equipment	280	280	295	+15
Transfer of Duty Station Moves	3,638	3,638	3,638	---
Mail and Postal Service	3,750	3,750	4,162	+412
Injured Employee Compensation	1,726	1,786	1,786	---
Employee Unemployment Compensation	900	1,300	1,300	---
Departmental Services	315	315	315	---
Total, Fixed Costs	$42,801	$44,376	$45,778	+1,402

Item Description:

Space Rental - The FY 1986 level is $25,994,000 at both the Base and Estimate.

This amount is the estimate of GSA's Standard Level User Charge (SLUC) for rental of office, warehouse, storage, and other facilities in FY 1986 which are occupied by BLM. This estimate includes the Bureau's share of the cost of Departmentally controlled space in the Main Interior building.

General Purpose Wire Communications - FY 1986 Base is $7,593,000; Estimate is $8,583,000. Increase of $990,000.

This cost includes:

	FY 1986 Base	FY 1986 Estimate	Difference
FTS Charge	2,480	2,678	+198
Commercial telephone	4,833	5,610	+777
Facsimile equipment	280	295	+15

The estimate for commercial telephone service is based on increasing rates for local telephone service as a result of the AT&T divestiture, the cessation of long-distance FTS access in the field, and the recent FCC approval of monthly access charges on commercial telephone lines. The FTS estimate reflects anticipated rate increases which will offset to a large degree the anticipated decrease in line-minute usage due to cessation of long-distance FTS access in the field.

Transfer of Duty Station/Household Moves - FY 1986 Base is $3,638,000; FY 1986 Estimate is $3,638,000. No change.

Mail and Postal - The FY 1986 Base is $3,750,000; FY 1986 Estimate is $4,162,000. Increase of $412,000.

The U.S. Postal Service (USPS) assesses the Bureau for mail and postal costs. The proposal reflects an annual increase of approximately 11 percent. Costs are based on approximately 21 million pieces of mail.

On September 7 the Postal Rate Commission recommended rate increases in nearly all categories of mail, including a 10 percent raise in first-class rates. The recommendations also include increases of 14 percent in second-class rates and 13 percent for third-class mail. The proposed increases are expected to take effect during FY 1985.

Injured Employee Compensation - FY 1986 Base and Estimate is $1,786,000.

The Department of Labor (DOL) annually assesses each Bureau and Office for costs of compensation and medical benefits paid to current and former BLM employees who were injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund.

Employee Unemployment Compensation - FY 1986 Base and Estimate is $1,300,000.

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund by the various Federal agencies. Amounts billed for the first two quarters of FY 1984 totaled $799,066.

The FY 1986 Estimate is based on billings received for FY 1984 and on expected continuation of low unemployment rates.

Departmental Services - FY 1986 Base and Estimate is $315,000.

This is the estimate of the Bureau's share of costs for common services provided in Washington at the Departmental level such as health services, building security, library, and printing services.

Distribution of change by object class

The object class detail of the $1,402,000 increase is as follows:

Communications, utilities, and other rent	+1,402

Management Initiatives Savings

Projected management initiative savings in the MLR appropriation for FY 1986 are distributed as follows:

Position Management Bulge Reduction ..... $-1,235,000

In FY 1986 approximately 73 positions in the GM/GS-11-15 range will be affected by this Government-wide management initiative. As these positions become vacant through attrition, they will be filled at a lower grade level resulting in anticipated savings of $1,235,000. Activity/subactivity distribution of these savings is reflected in the attached table. These savings have been taken as base reductions in these programs.

Implementation of OMB Circular A-76 ..... $- 504,000

This management initiative involves anticipated savings resulting from contracting with external entities (private firms, universities, State and local government) to run two pilot efforts in FY 1986 for work now being done by BLM personnel.

The first initiative involves contracting with private companies to perform certain activities related to oil and gas operations involving Federal or tribal mineral production. Savings resulting from contracted rather than federally run efforts are anticipated to be $300,000 and 20 FTE in FY 1986.

The second initiative involves the cotracting of field work associated with BLM rangeland monitoring to university systems in the western states. Savings resulting from this pilot effort at a contracted rather than a Federally run effort are anticipated to be $204,000 and 17 FTE in FY 1986.

The above savings assume that studies to provide the basis for the above proposals will be appropriately approved and conducted during FY 1985. However the two potential A-76 projects cited represent proposals in the early formulation stages. While potential savings may be projected, as they are here, there is no assurance that the studies themselves will identify the levels of savings indicated nor is there any assurance that the private sector will exhibit any reasonable interest in providing the services at lower cost through the procurement process. The results of completing the A-76 studies may require a re-evaluation of the areas to be reviewed and indicate that entirely different projects than those listed here be assessed.

Administrative Office Consolidations ..... $- 906,000

Proposals involving consolidations of various administrative functions are currently being developed, both within the Bureau and Departmentwide. The Departmental Administrative Improvement Study will be reviewed during September and October 1984, to provide options for Departmental resource sharing in the consolidated Regional Support Centers and Consolidated Headquarters Services categories. Concurrently, the Bureau is developing its own initiatives which, taken together, should achieve the Bureau's targeted reductions. However, the exact nature of the actions to be taken cannot be delineated until current studies are completed and final decisions are reached.

These savings are currently projected as based on earlier predetermined assumptions about possible savings which could result from the following in FY 1986: 1) a reduction of 6 FTE from a consolidated Administrative Payments Center; 2) $1,245,000 and 47 FTE from consolidated Regional Support Centers; and 3) $782,000 and 21 FTE from consolidated Headquarters Services. The savings are currently taken as base reductions in the Data Management subactivity and the General Administration activity as distributed on the following table. Final decisions on the consolidation efforts could result in some further refinement and adjustments in the areas where savings are actually realized.

The savings projected assume that the administrative consolidation underway will lead to definitive actions which actually accomplish the savings projected. While the Bureau is making every effort to implement administrative improvements wherever possible, through both Departmental task force efforts and internal evaluations; it is still uncertain whether such improvements would be most effective in the areas identified in these Estimates, or ever result in the magnitude of savings indicated. There is serious reservation whether, even if sizable improvements or consolidations are identified and implemented, that the projected savings would actually result in the first year or two of implementation, namely FY 1986. Finally, the savings projected asssume that the Bureau will actually receive the benefit of reduced cost of those services which are the subject of centralization. The above savings projected should be reviewed in light of these reservations. Should the savings not be realized in FY 1986, the Bureau would be seriously underfunded in the areas indicated.

FY 1986 BASE ADJUSTMENTS FOR MANAGEMENT INITIATIVES SAVINGS
(Amount in $000)

Appropriation/Activity/Subactivity	FY 1985 President's Budget		Consolidations of: Admin. Payment Centers		Consolidations of: Regional Support Centers		Consolidations of: Head-quarters Services		Close/ Downgrade Printing Facilities		Implementation of OMB Circular A-76		Management Bulge Reduction		Total Savings	
	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT
MANAGEMENT OF LANDS AND RESOURCES																
Energy and Minerals Management.																
Fluid Energy Minerals	1,270	46,521	--	--	--	--	--	--	--	--	-20	-300	--	-207	-20	-507
Solid Energy Minerals	427	20,462	--	--	--	--	--	--	--	--	--	--	--	-70	--	-70
Non-Energy Minerals	403	15,311	--	--	--	--	--	--	--	--	--	--	--	-64	--	-64
Subtotal	2,100	82,294	--	--	--	--	--	--	--	--	-20	-300	--	-341	-20	-641
Lands and Realty Management																
Realty Operations	945	33,264	--	--	--	--	--	--	--	--	--	--	--	-153	--	-153
Withdrawal Processing and Review	120	4,116	--	--	--	--	--	--	--	--	--	--	--	-18	--	-18
Subtotal	1,065	37,380	--	--	--	--	--	--	--	--	--	--	--	-171	--	-171
Renewable Resources Management																
Forest Management	145	6,286	--	--	--	--	--	--	--	--	--	--	--	-24	--	-24
Range Management	835	33,519	--	--	--	--	--	--	--	--	-17	-204	--	-135	-17	-339
Soil, Water, and Air Management	278	12,882	--	--	--	--	--	--	--	--	--	--	--	-45	--	-45
Wildlife Habitat Management	270	11,705	--	--	--	--	--	--	--	--	--	--	--	-43	--	-43
Recreation Management	345	16,077	--	--	--	--	--	--	--	--	--	--	--	-60	--	-60
Fire Management	141	7,490	--	--	--	--	--	--	--	--	--	--	--	-23	--	-23
Subtotal	2,014	87,959	--	--	--	--	--	--	--	--	-17	-204	--	-330	-17	-534
Planning and Data Management																
Planning	225	8,471	--	--	--	--	--	--	--	--	--	--	--	-36	--	-36
Data Management	210	13,738	--	--	-10	-254	-5	-148	--	--	--	--	--	-34	-15	-436
Subtotal	435	22,209	--	--	-10	-254	-5	-148	--	--	--	--	--	-70	-15	-472
Cadastral Survey																
Alaska	160	10,058	--	--	--	--	--	--	--	--	--	--	--	-26	--	-26
Other States	310	10,223	--	--	--	--	--	--	--	--	--	--	--	-50	--	-50
Subtotal	470	20,281	--	--	--		--	--	--	--	--	--	--	-76	--	-76

FY 1986 BASE ADJUSTMENTS FOR MANAGEMENT INITIATIVES SAVINGS
(Amount in $000)

Appropriation/Activity/Subactivity	FY 1985 President's Budget		Consolidations of: Admin. Payment Centers		Regional Support Centers		Head-quarters Services		Close/ Downgrade Printing Facilities		Implementation of OMB Circular A-76		Management Bulge Reduction		Total Savings	
	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT
Firefighting and Rehabilitation																
Firefighting and Presuppression	956	4,150	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Rehabilitation	20	600	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Subtotal	976	4,750	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Technical Services																
Resource Protection	25	2,376	--	--	--	--	--	--	--	--	--	--	--	-6	--	-6
Maintenance and Engineering Services .	202	10,481	--	--	--	--	--	--	--	--	--	--	--	-32	--	-32
Subtotal	227	12,857	--	--	--	--	--	--	--	--	--	--	--	-38	--	-38
General Administration	1,300	85,429	-6	--	-37	-991	-16	-634	--	---	--	--	--	-209	-59	-1,834
TOTAL	8,587	353,159	-6	--	-47	-1,245	-21	-782	--	--	--	37	-504	-1,235	-111	-3,766

Bureau of Land Management

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Management of Lands and Resources

	1986 Base		1986 Estimate		Inc.(+) or Dec.(-)	
	FTE	Amount	FTE	Amount	FTE	Amount
Object Class						
11. Personnel compensation:						
11.1 Permanent positions - FTE-P	7,205	188,099	7,240	189,110	+35	+1,011
11.3 Positions other than permanent 1/.....	1,271	20,539	1,277	20,635	+6	+96
11.5 Other personnel compensation 2/.....	(---)	5,910	(---)	5,910	(---)	---
11.8 Special personal services payments.....	---	200	---	200	---	---
Total personnel compensation	8,476	214,748	8,517	215,855	+41	+1,107
Other Objects						
12.1 Personnel benefits		31,568		31,087		-481
13.0 Benefits to former employees		900		1,300		+400
21.0 Travel & transportation of persons		12,660		13,700		+1,040
22.0 Transportation of things		8,339		8,488		+149
23.1 Standard level user charges		25,994		25,994		---
23.2 Communications, utilities, and other rent		16,000		17,544		+1,544
24.0 Printing and reproduction		1,500		2,303		+803
25.0 Other services		17,115		24,150		+7,035
26.0 Supplies and materials		13,000		15,000		+2,000
31.0 Equipment		5,000		8,032		+3,032
32.0 Lands and structures		3,500		3,500		---
42.0 Insurance claims and indemnities.....		25		25		---
Total Requirements		350,349		366,978		+16,629

1/ FTE-OTP = FTE-T (-) FTE-P
2/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

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Case 180
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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302	19 84 actual	19 85 estimate	19 86 estimate
Program by activities:			
Direct program:			
1. Energy and minerals management.....	75,297	82,294	87,476
2. Lands and realty management.....	40,869	37,380	37,509
3. Renewable resource management.....	98,362	87,959	94,675
4 Planning and data management.....	22,805	22,209	21,737
5. Cadastral survey.....	23,547	20,281	20,205
6. Firefighting and rehabilitation.....	9,931	4,750	4,185
7. Technical services.....	12,590	12,857	14,619
8. General administration.....	82,102	85,429	86,572
9. Pay supplemental (to be distributed)	6,023		
Total direct program.....	371,526	353,159	366,978
Reimbursable program.....	12,000	15,000	15,000
10.00 Total obligations.....	383,526	368,159	381,978
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 361-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302	19 84 actual	19 85 estimate	19 86 estimate
Financing:			
Offsetting collections from:			
11.00 Federal funds	-9,000	-11,000	-11,000
14.00 Non-Federal sources	-3,000	-4,000	-4,000
22.40 Unobligated balance transferred, net			
25.00 Unobligated balance lapsing			
39.00 Budget authority	371,526	353,159	366,978
Budget authority:			
40.00 Appropriation	409,765	353,159	366,978
41.00 Transferred to other accounts	-38,239		
42.00 Transferred from other accounts			
43.00 Appropriation (adjusted)	371,526	353,159	366,978
Relation of obligations to outlays:			
71.00 Obligations incurred, net	371,526	353,159	366,978
72.40 Obligated balance, start of year	67,046	56,979	58,745
74.40 Obligated balance, end of year	-56,979	-58,745	-60,580
77.00 Adjustments in expired accounts			
90.00 Outlays	381,593	351,393	365,143
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6600)

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STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code 14-1109-0-1-302	84 19 actual	85 19 estimate	86 19 estimate
Direct obligations			
Personnel compensation:			
11.1 Full-time permanent	191,071	190,470	189,110
11.3 Other than full-time permanent	20,235	21,035	20,635
11.5 Other personnel compensation	6,712	5,910	5,910
11.8 Special personal services payments	200	200	200
11.9 Total personnel compensation	218,218	217,615	215,855
12.1 Personnel benefits: Civilian	32,419	31,740	31,087
13.0 Benefits to former employees	1,300	900	1,300
21.0 Travel and transportation of persons	12,660	12,660	13,700
22.0 Transportation of things	9,200	8,339	8,488
23.1 Standard level user charges	21,292	24,879	25,994
23.2 Communications, utilities, and other rent	15,130	16,000	17,544
24.0 Printing and reproduction	1,500	1,500	2,303
25.0 Other services	33,582	17,501	24,150
26.0 Supplies and materials	16,600	13,000	15,000
31.0 Equipment	5,100	5,500	8,032
32.0 Lands and structures	4,500	3,500	3,500
42.0 Insurance claims and indemnities	25	25	25
99.0 Subtotal, direct obligations	371,526	353,159	366,978
99.0 Reimbursable obligations	12,000	15,000	15,000
99.9 Total obligations	383,526	368,159	381,978
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code 14-1109-0-1-302		19 84 actual	19 85 estimate	19 86 estimate
Reimbursable obligations				
	Personnel compensation:			
11.1	Full-time permanent.....	2,939	2,939	2,570
11.3	Other than full-time permanent..	1,300	1,300	1,140
11.5	Other personnel compensation....	231	231	231
11.8	Special personal services payment	---	---	---
11.9	Total personnel compensation....	4,470	4,470	3,941
12.1	Personnel benefits: Civilian...	715	715	590
21.0	Travel and transportation of persons.....	600	600	600
22.0	Transportation of things.....	300	300	300
23.1	Standard level user charges.....	---	---	---
23.2	Communications, utilities, and other rent.....	450	450	450
24.0	Printing and reproduction.....	50	50	50
25.0	Other services.....	3,415	6,415	7,069
26.0	Supplies and materials.....	1,700	1,700	1,700
31.0	Equipment.....	200	200	200
32.0	Lands and structures.....	100	100	100
41.0	Grants, subsidies, and contributions	---	---	---
42.0	Insurance claims and indemnities	---	---	---
99.0	Subtotal, reimbursable obligations	12,000	15,000	15,000

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GPO : 1981 O - 341-526 (6600)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code 14-1109-0-1-302	1984 actual	1985 estimate	1986 estimate
Direct:			
Total number of permanent positions	8,069	8,055	8,006
Total compensable workyears:			
Full-time equivalent employment...	8,601	8,610	8,540
Full-time equivalent of overtime and holiday hours.....	262	262	262
Reimbursable:			
Total number of permanent positions	129	129	113
Total compensable workyears:			
Full-time equivalent employment...	200	200	175
Full-time equivalent of overtime and holiday hours.....	7	7	7

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

(000-9) 326-5-0 1981 : 0-

Appropriation Summary Statement

Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- To construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of public lands, and for providing physical access to these lands.

- To open Federal lands to public access for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation).

No construction projects are planned for FY 1986. An amount of $1,250,000 is requested for access purposes to obtain 156 easements across non-Federal land to BLM-managed lands.

Appropriation Language Sheet

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

CONSTRUCTION AND ACCESS

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities,[$1,228,000] $1,250,000, to remain available until expended.

(43 U.S.C. 1701, 1715, 1762; Public Law , making appropriations for the Department of the Interior and related agencies, 1985.)

Appropriation Language Citations

Appropriation: Construction and Access

1. For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [$1,228,000] $1,250,000 to remain available until expended.

43 U.S.C. 1701
43 U.S.C. 1715
43 U.S.C. 1762
P.L. _____

43 U.S.C. 1701 provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value of the use of the public lands and their resources; for establishing uniform procedures for disposals, acquisitions, and exchanges; for protection of areas of critical environmetnal concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire by purchase, exchange, donation, or eminent domain (for access to public lands only), land and interest in lands.

43 U.S.C. 1762 provides for the acquisition construction, and maintenance of roads within and near the public lands which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

P.L. _____, the FY 1985 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1985.

BUREAU OF LAND MANAGEMENT

Budgetary Resources for Construction and Access

Account: Construction and Access (14-1110-0-1-302)

FY 1985 Budgetary Status

Budget authority available:		
Appropriation realized		1,228,000
Prior-year unobligated balance brought forward		2,065,000
Total budget authority available for obligation		3,293,000
Less anticipated obligations (by activity):		
1. Construction	1,870,000	
2. Access	1,094,000	
Total anticipated obligations		-2,964,000

FY 1986 Request

Anticipated unobligated balance brought forward		329,000
Plus increases proposed (by activity):		
1. Construction	---	
2. Access	1,250,000	
Total increase proposed		1,250,000
Total anticipated budget authority available for obligation		1,579,000

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Construction and Access(14-1110-0-1-302)

Activity	FY 1984 Appro-priation	FY 1985 Pres. Budget	FY 1986 Estimate	FY 1986 Inc.(+)/Dec.(-) from 1985 Approp.
	(dollar amounts in thousands)			
1. Construction				
BA available for obligation:				
Appropriation	1,370a/	---	---	---
Unobligated balance brought forward	461	1,931	61	-1,870
Transfers to/from other accounts	+500	---	---	---
Total BA avail. . . .	2,331	1,931	61	-1,870
Less obligations.	-400	-1,870	-61	1,809
Unobligated balance brought forward	1,931	61	---	-61
(FTE-T)	(---)	(---)	(---)	(---)
2. Access				
BA available for obligation:				
Appropriation	1,200	1,228	1,250	+22
Unobligated balance brought forward	283	134	268	+134
Total BA avail.. . . .	1,483	1,362	1,518	+156
Less obligations	-1,349	-1,094	-1,226	-132
Unobligated balance brought forward	134	268	292	+24
(FTE-T)	(31)	(31)	(31)	(---)
3. Maintenance				
BA available for obligation:				
Appropriation	---	---	---	---
Unobligated balance brought forward	123	---	---	---
Total BA avail	123	---	---	---
Less obligations	-123	---	---	---
Unobligated balance brought forward	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)

a/ FY 1984 supplemental appropriation for construction of Alaska Fire Service Warehouse.

Account Total	FY 1984 Appro-priation	FY 1985 Pres. Budget	FY 1986 Estimate	FY 1986 Inc.(+)/Dec.(-) from 1985 Approp.
		($ in 000's)		
BA available for obligation:				
Appropriation	2,570	1,228	1,250	+22
Unobligated balance brought forward	867	2,065	329	-1,736
Transfers to/from other accounts	+500	---	---	---
Total BA avail.	3,937	3,293	1,579	-1,714
Less obligations.	-1,872	-2,964	-1,287	1,677
Unobligated balance brought forward	2,065	329	292	-37
(FTE-T)	(31)	(31)	(31)	(---)

BUREAU OF LAND MANAGEMENT

Overview of Construction Program

No new construction projects are proposed in FY 1986. Restraint on expansion of the Federal budget has caused the BLM to channel funds into higher priority activities, and as a result, emphasis wil be directed toward maintenance of the public capital investment.

All construction proposals originate at the District level and are then reviewed by the respective State Office to ascertain the feasibility, priority, and initial cost estimates. State Offices then submit their highest priority projects to the Washington Office in initial budget documents.

Priorities for construction projects are set by considering the following general hierarchy of objectives:

- Health and safety
- Resource protection
- Facility rehabilitation
- Resource development

Justification of Program and Performance

Appropriation: Construction and Access
Activity: Access

	FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc.(+) Dec.(-) from 1985	Inc.(+) Dec.(-) from Base
Total Requirements $	1,228	1,228	1,250	+22	+22
(FTE-T)	(31)	(31)	(31)	(---)	(---)

Authorization

43 U.S.C. 1701, 1715, 1762, P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides authority for public lands to be managed on a multiple use basis, and to acquire by purchase, exchange, donation or eminent domain, access to public lands as necessary to manage those lands or interest in lands.
P.L. 84-171	The Timber Access Road Act of July 26, 1955, authorizes acquiring access to timber roads.
40 U.S.C. 257	The Act of August 1, 1888, as amended, provides condemnation authority.

Objective

To open Federal lands to public access as necessary for appropriate uses by acquiring legal rights (easements for road and trail access) across non-Federal land to implement planned BLM resource management programs (particularly forestry and recreation).

Base program

The FY 1986 Base funding level for the Access program is $1,228,000 and 31 FTE-T.

Because of the checkerboard land ownership patterns in many parts of the West, Federal lands are often inaccessible. Areas or parcels that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners.

It is sometimes necessary to acquire legal access to public lands through the surrounding non-Federally owned lands in order for the general public to use and the Bureau to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of these public lands.

In addition to the needs of new physical access routes, there are also literally hundreds of private roads across non-Federally owned lands that provide physical access to public land resources which the Bureau has no legal right to use.

Use of these roads to provide access to Federal lands has been at the forbearance of the road owners through informal permission or "gentlemen's agreements" with the Bureau. Since such access can be denied at any time by the landowners, particularly to private citizens seeking to use these public lands, road use must be legalized to ensure unrestricted physical access to the Federal land and resources.

There are an estimated 25 million acres of the public lands in the 11 Western States which lack legal access, and more than 8,800 easements may ultimately be needed to manage those lands and use their resources. The Bureau estimates that 500 million board feet of timber as well as other resources are tied up by unresolved access problems. Without obtaining access to the lands, any subsequent development or improvement of the resource is prevented.

To obtain legal access, the Bureau must locate the existing or proposed road by survey, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or other acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access to these lands for hunting, fishing, or other noncommercial uses.

At the FY 1986 base level, the following units will be accomplished:

- Acquire 153 easements that will provide legal access to:
  - 45 million board feet of timber
  - 10,000 cords of firewood
  - 250,000 acres of livestock forage
  - 2,000 acres for other multiple-use purposes.

Workload Measure	FY 1984 Approp.	FY 1985 Pres. Budget	FY 1986 Base	Inc. (+) or Dec. (-)
Easements (#) for:				
Timber	85	50	77	+27
Range	30	42	57	+15
Multiple-use	94	52	19	-33
Total	209	144	153	+9

Increase for FY 1986

(dollar amounts in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	1,228	1,250	+22
(FTE-T)	(31)	(31)	(---)

The proposed increase would be used to acquire 3 timber sale easements that would provide legal access to about 5 million board feet of timber.

The following table summarizes planned program outputs:

Workload Measure	FY 1986 Base	FY 1986 Estimate	Inc. (+) or Dec. (-)
Easements (#) for:			
Timber	77	80	+3
Range	57	57	---
Multiple-use	19	19	---
Total	153	156	+3

Distribution of change by object class

The object class detail for the proposed increase of $22,000 is as follows:

Other services	$22,000

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CONSTRUCTION AND ACCESS

Program and Financing (in thousands of dollars)

Identification code 14-1110-0-1-302	1984 XXXX est.	1985 estimate	1986 estimate
Program by activities:			
Direct program:			
1. Construction	400	645	61
2. Access	1,304	1,041	1,173
3. Maintenance	123	---	---
Total direct program	1,827	1,686	1,234
Capital investment	45	1,278	53
10.0 Total obligations	1,872	2,964	1,287
Financing:			
Offsetting collections from:			
11.00 Federal funds	---	---	---
14.00 Non-Federal funds	---	---	---
21.40 Unobligated balance available, start of year	-867	-2,065	-329
24.40 Unobligated balance available, end of year	2,065	329	292
39.00 Budget Authority	3,070	1,228	1,250
Budget authority:			
40.00 Appropriation	2,570	1,228	1,250
41.00 Transferred to other accounts.	---	---	---
42.00 Transferred from other accounts	500	---	---
43.00 Appropriation (adjusted)	3,070	1,228	1,250
Relation of obligations to outlays:			
71.00 Obligations incurred, net	1,872	2,964	1,287
72.40 Obligation balance, start of year	2,294	1,386	2,089
74.40 Obligation balance, end of year	-1,386	-2,089	-676
90.00 Outlays	2,780	2,261	2,700
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

LAND ACQUISITION

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code 14-1110-0-1-302	19 84 ~~XXXX~~ est.	19 85 estimate	19 86 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	856	768	768
11.3 Other than full-time permanent.	39	56	56
11.5 Other personnel compensation ..	5	5	5
11.9 Total personnel compensation.	900	829	829
12.1 Personnel benefits: Civilian..	111	89	89
21.0 Travel and transportation of persons	30	30	30
22.0 Transportation of things	80	80	60
23.2 Communications, utilities and other rent	26	---	---
25.0 Other services	70	63	25
26.0 Supplies and materials	75	208	10
32.0 Lands and structures	580	1,665	344
99.9 Total obligations	1,872	2,964	1,287
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

LAND ACQUISITION

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CONSTRUCTION AND ACCESS
Personnel Summary

Identification code 14-1110-0-1-302	19 84 actual	19 85 estimate	19 86 estimate
Total number of permanent positions	29	29	29
Total compensable workyears:			
Full-time equivalent employment	31	31	31
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

LAND ACQUISITION

LAND ACQUISITION

Appropriation Summary Statement

Activity: Land Acquisition

The Land Acquisition appropriation provides funding for acquisition of lands or waters or interests, essential to improving the manageability of the public lands and to provide equalization payments for land exchanges.

Funding for this program in FY 1986 will be derived from the Land and Water Conservation Fund and will be used for acquisitions in the King Range National Conservation Area and the Pacific Crest Trail.

Appropriation Language Sheet

Land Acquisition

For expenses necessary to carry out the provisions of sections 205 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interest therein, $600,000 to be derived from the Land and Water Conservation Fund, to remain available until expended.

(43 U.S.C. 1715; 16 U.S.C. 460 Y, 460 L; Public Law _____, making appropriations for the Department of the Interior and Related Agencies, 1985.)

Land Acquisition

Justification of Proposed Language Changes

1. Addition: "For expenses necessary to carry out the provisions of section 205 and 318(d) of Public Law 94-579 including administrative expenses and acquisitions of lands and waters, or interests therein, $600,000 to be derived from the Land and Water Conservation Fund,..."

   The Bureau is proposing acquisitions in Congressionally designated areas with Land and Water Conservation Funds (LWCF). This represents the initiative to acquire lands of national significance. Appropriation language is required for use of funds from the LWCF.

Appropriation Language Citations

Bureau of Land Management

Appropriation: Land Acquisition

1. For expenses necessary to carry out the provisions of Sections 205 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interests therein, ($600,000 to be derived from the Land and Water Conservation Fund, to remain available until expended.

43 U.S.C. 1715
16 U.S.C. 460 Y
16 U.S.C. 460 L
P.L.

43 U.S.C. 1715 provides authority for the acquisition of lands or interests in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain.

16 U.S.C. 460 Y provides authorization to acquire lands or interest in lands, within the area and proximate lands of the King Range National Conservation Area.

16 U.S.C. 460 L provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range NCA and are to remain available until appropriated.

Public Law _____, the FY 1985 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1985.

BUREAU OF LAND MANAGEMENT

Budgetary Resources for Land Acquisition

Account: Land Acquisition (14X5033)

FY 1985 Budgetary Status

Budgetary authority available:		
Appropriations realized		---
Prior year unobligated balance brought forward		5,154,000
Transfer from other accounts		---
Total budget authority available for obligation		5,154,000
Less anticipated obligations (by activity):		
1. Acquisition management	---	
2. Acquisitions (L&WCF)	-654,000	
3. Acquisitions (Non-L&WCF)	-350,000	
Total anticipated obligations		-1,004,000

FY 1986 Request

Anticipated unobligated balance brought forward		4,150,000
Plus increases proposed (by activity):		
1. Acquisition management	---	
2. Acquisitions (L&WCF)	600,000	
3. Acquisitions (Non-L&WCF)	---	
Total increase proposed		600,000
Total anticipated budget authority available for obligation		4,750,000

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Land Acquisition (14X5033)

Activity	FY 1984 Actual	FY 1985 Pres. Budget	FY 1986 Budget	Inc(+)/Dec(-) from FY 1985
1. Acquisition Management				
BA available for obligation:				
Appropriation.....	130,000	---	---	---
Unobligated bal. brt fwd	92,000	---	---	---
Total BA available.	222,000	---	---	---
Less obligations.....	222,000	---	---	---
Unobligated bal. brt fwd	---	---	---	---
(FTE-T)	(7)	(---)	(---)	(---)
2. Acquisitions (L&WCF)				
BA available for obligation:				
Appropriation.....	1,261,000	---	600,000	+600,000
Unobl. bal. brt fwd....	252,000	654,000	---	-654,000
Transfer to/from other accounts.....	+310,000	---	---	---
Total BA available.	1,823,000	654,000	600,000	-54,000
Less obligations.....	-1,169,000	-654,000	-600,000	+54,000
Unobligated bal. brt fwd	654,000	---	---	---
(FTE-T)	(--)	(--)	(--)	(--)
3. Acquisitions (Non-L&WCF)				
BA available for obligation:				
Appropriation.....	4,500,000	---	---	---
Unobl. bal. brt. fwd...	---	4,500,000	4,150,000	-350
Transfer to/from other accounts.....	---	---	---	---
Total BA available.	4,500,000	4,500,000	4,150,000	-350
Less obligations.....	---	-350,000	-4,150,000	-3,800
Unobligated bal. brt fwd	4,500,000	4,150,000	---	-4,150
(FTE-T)	(--)	(--)	(--)	(--)
Account Total				
BA available for obligation:				
Appropriation.....	5,891,000	---	600,000	+600,000
Unobligated bal. brt fwd.	344,000	5,154,000	4,150,000	-1,004,000
Transfer to/from other accounts.....	+310,000	---	---	---
Total BA available.	6,545,000	5,154,000	4,750,000	-404,000
Less obligations.....	-1,391,000	-1,004,000	4,750,000	-3,746,000
Unobligated bal. brt fwd..	5,154,000	4,150,000	---	-4,150,000
(FTE-T)	(7)	(---)	(---)	(---)

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Land Acquisition

(dollar amounts in thousands)

Summary of base adjustments	FTE-T	Amount	FTE-T	Amount
Appropriation	---	---	---	---
Base Adjustments	---	---	---	---
Other Increases and/or Decreases	---	---	---	---
1986 Base Budget	---	---	---	---

	1984 Actual		1985 Appropriation Enacted to Date		1986 Base		1986 Request		Inc.(+)/Dec.(-) From 1985 Aprop.		Inc.(+)/Dec.(-) From 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by Activity:												
Total Requirements	(7)	1,701	(---)	---	(---)	---	(---)	600	(---)	+600	(---)	+600

PAYMENTS IN LIEU
OF TAXES

Activity: Land Acquisition

(dollar amounts in thousands)

Program Element		1985 Pres. Budget	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Acquisition Management						
	$	---	---	---	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Acquisitions-LWCF						
	$	---	---	600	+600	+600
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Acquisitions-non-LWCF						
	$	---	---	---	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements						
	$	---	---	600	+600	+600
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 1715, P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides authority for acquisition of lands or interest in lands when it is consistent with the mission of the Department and with land use plans (Section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (Section 318(d)).
16 U.S.C. 460Y, 460L P.L. 91-476 P.L. 95-352	The King Range National Conservation Area Act of 1970, as amended, authorizes acquiring land or interests in land, within the area and selected proximate lands.

Objective

The objective of this program is to improve the management of the public lands and to implement those specific recreational projects authorized by Congress by acquiring essential non-Federal lands or interests in lands.

LAND ACQUISITION (LWCF)

Base program

When necessary to meet specific Acts of Congress, the Bureau, through appropriation from the Land and Water Conservation Fund, acquires land and interest in land in designated areas including the King Range National Conservation Area, the Rio Grande Wild and Scenic River and others. Reviews of each project are conducted to assure that; 1) acquisition proceeds in an orderly manner; 2) available funds are used to protect the highest priority tract and deal with emergency, deficiency, and hardship cases; 3) acquired interests are those necessary to achieve unit purposes as established by Congress; and 4) that efforts to acquire these interests emphasize acquisition through exchange or easements before purchasing fee title.

No new land acquisition projects or requests for funding were included in the FY 1985 Budget. During FY 1985, the BLM's course of action is to complete ongoing priority land acquisition projects for which there is an investment committment prior to initiating any new land acquisition projects. Carry over funding will complete acquisitions in previously identified areas that cannot be postponed.

Increase for FY 1986

(dollar amounts in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	---	600	+600
(FTE-T)	(---)	(---)	(---)

The $600,000 will be used to acquire non-Federal lands within the King Range National Conservation Area (California) and the Pacific Crest Trail (California).

The King Range National Conservation Area (NCA) was established by the King Range Act in 1970. The King Range NCA encompasses approximately 60,000 acres of rugged mountains and isolated beaches along the Pacific Ocean in Northern California. $300,000 will be allocated to the King Range NCA for direct purchase of four tracts and one exchange. Acquisition of these properties will improve management and public access to beaches and help prevent nonconforming development within the area.

The Pacific Crest Trail was authorized as part of the National Trail System in 1968. Of the 2,600 miles of the Pacific Crest Trail between Canada and New Mexico, approximately 144 miles are administered by BLM in California. $300,000 will provide for acquisition of about 12 trail easements along the trail.

Workload Measure	FY 1985	FY 1986 Base	FY 1986 Estimate	Difference
Fee title cases (#)	---	---	4	+4
Scenic easements (#)	---	---		
Trail easements (#)	---	---	12	+12
Exchanges (#)	---	---	1	+1
Total	---	---	17	17

Distribution of change by object class

The object class detail for the proposed increase is as follows:

Land and Structures	+$600,000

Bureau of Land Management

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Land Acquisition

	1986 Base		1986 Estimate		Inc. (+) or Dec. (-)	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Object Class						
11. Personnel compensation:						
11.1 Permanent positions - FTE-P	---	---	---	---	---	---
Total personnel compensation	---	---	---	---	---	---
Other Objects						
32.0 Lands and structures	---	---	---	600	---	+600
Total requirements	---	---	---	600	---	+600

PAYMENTS IN LIEU
OF TAXES

Type size:
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Case 190
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES

LAND ACQUISITION
Program and Financing (in thousands of dollars)

Identification code 14-5033-0-1-302	1984 actual	1985 estimate	1986 estimate
Program by activities:			
Direct program	130	130	216
Capital investment	1,261	874	4,534
10.00 Total obligations	1,391	1,004	4,750
Financing:			
21.40 Unobligated balance available, start of year	-344	-5,154	-4,150
24.40 Unobligated balance available, end of year	5,154	4,150	---
22.40 Unobligated balance transferred, net	---	---	---
39.00 Budget authority	6,201	0	600
Budget authority:			
40.00 Appropriation	5,891	---	600
41.00 Transferred to other accounts	---	---	---
42.00 Transferred from other accounts	310	---	---
43.00 Appropriation (adjusted)	6,201	0	600
Relation of obligations to outlays:			
71.00 Obligations incurred, net	1,391	1,004	4,750
72.40 Obligated balance, start of year	111	389	88
74.40 Obligated balance, end of year	-389	-88	-1,166
90.00 Outlays	1,113	1,305	3,672
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size: 8 point 22 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

LAND ACQUISITION
Object Classification (in thousands of dollars)

PAYMENTS IN LIEU OF TAXES

Identification code 14-5033-0-1-302	1984 actual	1985 estimate	1986 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	187	---	---
11.3 Other than full-time permanent ..	13	---	---
11.8 Special personal services payments	---	---	---
11.9 Total personnel compensation ...	200	---	---
12.1 Personnel benefits: Civilian ..	22	---	---
21.0 Travel and transportation of persons.....	---	---	---
22.0 Transportation of things	---	---	---
24.0 Printing and reproduction	---	---	---
25.0 Other services	20	130	200
26.0 Supplies and materials			
32.0 Lands and structures	1,149	874	4,550
33.0 Investments and loans			
99.9 Total obligations	1,391	1,004	4,750
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

LAND ACQUISITION
Personnel Summary

Identification code 14-5033-0-1-302	1984 actual	1985 estimate	1986 estimate
Total number of permanent positions...	6	0	0
Total compensable workyears:			
Full-time equivalent employment	7	0	0
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

PAYMENTS IN LIEU
OF TAXES

Appropriation Summary Statement

Appropriation: Payments in Lieu of Taxes

31 U.S.C. 6901-6907 provides for payments in lieu of taxes to counties and other units of general local governments for lands administered by BLM, the Forest Service, the National Park Service, and certain other agencies.

Provisions is made for payment of 75 cents per acre, reduced by payments made under certain public land programs such as the Mineral Leasing Act and the National Forest Revenue Act, or 10 cents per acre, whichever is greater. However, payments may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970 for the Redwood National Park and the national park and national wilderness sytems.

OREGON & CALIFORNIA GRANT LANDS

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), $105,000,000 of which not to exceed $400,000 shall be available for administrative expenses.

(P.L. , making appropriations for the Department of the Interior and Related agencies, 1985.)

Appropriation Language Citations

Appropriation: Payments in Lieu of Taxes

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-6907) $105,000,000.

31 U.S.C. 6901-07

31 U.S.C. 6901-07 provides authorization and direction to the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. Of which not to exceed $400,000 shall be available for administrative expenses.

P.L.

P.L. , the FY 1984 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1985.

OREGON & CALIFORNIA GRANT LANDS

BUREAU OF LAND MANAGEMENT

Summary of Requirements

Appropriation: Payments in Lieu of Taxes

(dollar amounts in thousands)

SUMMARY OF BASE ADJUSTMENTS	FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1985.....			1	105,000
Adjustment to base and built-in changes.....			---	---
1986 Base budget.....			1	105,000

Comparison by activity:	1984 Actual		1985 President's Budget		1986 Base		1986 Estimate		Inc.(+)/Dec. (-) from 1985 President's Budget		Inc. (+)/Dec.(-) over 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Total Requirements	1	105,000	1	105,000	1	105,000	1	105,000	---	---	---	---

Justification of Program and Performance

Appropriation: Payments in Lieu of Taxes

(dollar amounts in thousands)

	FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements $	105,000	105,000	105,000	---	---
(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

31 U.S.C. 6901-6907 — 31 U.S.C. 6901-6907 authorizes and directs the Secretary of the Interior to "make a payment for each fiscal year to each unit of local general government in which entitlement land. . . is located."

Objectives

- To determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- To make payments to the extent that funds are available to all qualified recipients.

FY 1986 program

31 U.S.C. 6901-6907, which codified Public Law 94-565, the "Payments in Lieu of Taxes Act," provides for payments to local units of government containing certain Federally owned lands. These payments are designed to supplement other Federal land receipt sharing payments local governments may be receiving. Payments received under the Act may be used by the recipients for any governmental purpose.

The Act authorizes the Secretary of the Interior to make two types of annual payments to eligible units of local government. The Secretary has delegated the responsibility for administering the Act to the Bureau of Land Management.

Section 1 "Entitlement Land" Payments

Section 1 authorizes payments to eligible local units of government under one of two alternatives, based on the number of acres of "entitlement lands" within the county. "Entitlement lands" consist of lands in the National Forest System and the National Park System, lands administered by the Bureau of Land Management, lands dedicated to the use of Federal water resource development projects, dredge disposal areas under the jurisdiction of the Army

Corps of Engineers, and, effective in Fiscal Year 1979, National Wildlife Reserve Areas withdrawn from the public domain, inactive and semi-active army installations used for non-industrial purposes, and certain lands donated to the United States Government by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

The amount paid to the counties under the Act is the higher of either of the following:

(1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year are deducted. If a unit of government receives a Federal land payment, but is required by State law to pass all or part of this payment to financially and politically independent school districts, or other single-or special-purpose district, such redistributed payments are considered to have not been received by the unit of local government and are not deducted from the section 1 in-lieu payment. The 11 Federal land payment laws that are considered in the in-lieu computation are as follows:

(a) Department of Agriculture Appropriation Act of 1908, (35 Stat. 251, 16 U.S.C. 500);

(b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);

(c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);

(d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);

(e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 315i);

(f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);

(g) The Act of June 22, 1948 relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);

(h) The Act of June 22, 1956, to amend Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);

(i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);

(j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603); and

(k) Refuge Revenue Sharing Act of 1978 (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the Bureau of Land Management each year by the Governor of each State or his delegate; or

(2) Ten cents for each acre of "entitlement land" within the unit of government. Under this alternative, no deductions are made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Both alternatives are subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at $50 per capita (for population of up to 5,000) and rising to a maximum of $1,000,000. Under Alternative (1), if the total calculated payment (75 cents x entitlement acres) exceeds the ceiling, reductions for other Federal land payments received are made from the ceiling, not from the 75 cents per acre figure.

Section 3 Payments

Section 3 of the Act authorizes payments for any lands or interests therein which were acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal Government. Payments under this section are made in addition to payments under section 1. They are based on 1 percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which acquired. Section 3 payments for each acquisition are to be made annually for five years following each acquisition.

In the case of lands acquired for additions to the Redwoods National Park by authority of the Redwoods National Park Expansion Act, section 3 payments will continue beyond the five-year limitation. These payments will continue until the total amount paid equals five times the property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal Government.

Federal payments of $100 or more made under section 3 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal Government.

The FY 1986 Estimate of $105,000,000 is the same amount proposed to be appropriated in FY 1985. Up to $400,000 of the proposed appropriation may be used for administrative expenses of implementing the Act such as coordination with other Federal landmanaging agencies, communications with State governor's offices, and with counties which receive payments, and costs of ADP services in computing alternative payment calculations and the final disbursement schedule sent to Treasury. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS BY STATE

STATE	FISCAL YEAR 1983 PAYMENT
ALABAMA	114,758.00
ALASKA	3,671,945.00
ARIZONA	7,571,230.00
ARKANSAS	1,340,653.00
CALIFORNIA	10,127,144.00
COLORADO	6,978,006.00
CONNECTICUT	14,527.00
DELAWARE	4,360.00
DISTRICT OF COLUMBIA	5,831.00
FLORIDA	1,715,928.00
GEORGIA	758,293.00
GUAM	753.00
HAWAII	10,022.00
IDAHO	7,065,943.00
ILLINOIS	268,243.00
INDIANA	222,273.00
IOWA	120,577.00
KANSAS	318,425.00
KENTUCKY	669,904.00
LOUISIANA	172,254.00
MAINE	103,320.00
MARYLAND	55,408.00
MASSACHUSETTS	62,441.00
MICHIGAN	1,301,441.00
MINNESOTA	1,043,164.00
MISSISSIPPI	380,032.00
MISSOURI	773,646.00
MONTANA	7,292,394.00
NEBRASKA	276,543.00
NEVADA	5,202,784.00
NEW HAMPSHIRE	294,227.00
NEW JERSEY	53,835.00
NEW MEXICO	9,163,185.00
NEW YORK	164,312.00
NORTH CAROLINA	1,180,825.00
NORTH DAKOTA	519,974.00
OHIO	370,175.00
OKLAHOMA	738,160.00
OREGON	2,580,305.00
PENNSYLVANIA	318,626.00
PUERTO RICO	13,799.00
SOUTH CAROLINA	120,351.00
SOUTH DAKOTA	1,749,807.00
TENNESSEE	615,156.00
TEXAS	1,234,734.00
UTAH	8,156,154.00
VERMONT	108,471.00
VIRGIN ISLANDS	20,813.00

STATE	FISCAL YEAR 1983 PAYMENT
VIRGINIA	1,173,547.00
WASHINGTON	1,438,969.00
WEST VIRGINIA	766,909.00
WISCONSIN	542,842.00
WYOMING	7,019,336.00
TOTALS	95,986,754.00

BUREAU OF LAND MANAGEMENT

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Payments in Lieu of Taxes

	1986 Base		1986 Estimate		Inc.(+) or Dec.(-)	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Object Class						
11. Personnel compensation:						
11.1 Permanent positions FTE-P.....	1	32	1	32	---	---
Total personnel compensation	1	32	1	32	---	---
Other Objects						
12.1 Personnel benefits.....		4		4		---
25.0 Other services.....		30		30		---
26.0 Supplies.....		1		1		---
31.0 Equipment.....		5		5		---
41.0 Grants, subsidies, and contributions.		104,928		104,928		---
Total requirements		105,000		105,000		---

Type size: 8 point 22 picas Case 140 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES

Program and Financing (in thousands of dollars)

Identification code 14-1114-0-1852	1984 actual	1985 estimate	1986 estimate
Program by activities:			
Direct program:			
10.00 Total obligations	105,000	105,000	105,000
Financing:			
21.40 Unobligated balance available, start of year	---	---	---
25.00 Unobligated balance lapsing	---	---	---
40.00 Budget authority (appropriation).	105,000	105,000	105,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	105,000	105,000	105,000
72.40 Obligated balance, start of year.	3	3	3
74.40 Obligated balance, end of year...	-3	-3	-3
90.00 Outlays	105,000	105,000	105,000
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

OREGON & CALIFORNIA GRANT LANDS

Type size: 8 point 22 picas Case 190 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES

Object Classification (in thousands of dollars)

Identification code 14-1114-0-1-852	1984 actual	1985 estimate	1986 estimate
Personnel compensation:			
11.1 Full-time permanent.....	32	32	32
11.5 Other personnel compensation.....	---	---	---
11.9 Total personnel compensation	32	32	32
12.1 Personnel benefits: Civilian....	4	4	4
25.0 Other services	30	30	30
26.0 Supplies and materials	1	1	1
31.0 Equipment.....	5	5	5
41.0 Grants, subsidies, and contributions.....	104,928	104,928	104,928
99.9 Total obligations.....	105,000	105,000	105.000
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

OREGON & CALIFORNIA GRANT LANDS

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code 14-1114-0-1-852	1984 actual	1985 estimate	1986 estimate
Total number of permanent positions.....	1	1	1
Total compensable workyears:			
Full-time equivalent employment.....	1	1	1
	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(Mono cast: 21.5)

BLM-245

OREGON & CALIFORNIA
GRANT LANDS

GPO : 1981 O - 341-526 (6500)

OREGON & CALIFORNIA
GRANT LANDS

Appropriation Summary Statement

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road Lands under the jurisdiction of the Bureau of Land Management (BLM) in western Oregon for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). The goals of the management program are to provide a permanent supply of timber, protect watersheds, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

Programs conducted on certain O&C lands (490,000 acres) included within national forests and managed by the Forest Service are included within the Forest Service budget request.

The major activities financed by this appropriation are BLM programs which provide the following:

Construction and Acquisition: ($525,000)

Provides for the acquisition of timber sale road easements, road use agreements for timber access and resource management roads, signing, transportation planning, survey and design of timber access roads, and rock aggregate used in the construction of timber access roads, under "Permanent Appropriations."

Maintenance: ($3,306,000)

Provides maintenance for office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and for a transportation system necessary for the marketing of timber from the timber lands in western Oregon. The FY 1986 program includes a reduction of $781,000 for road maintenance which will be offset by an increase in fees contributed by users.

Renewable Resources Management: ($46,347,000)

Provides for the marketing of 1.160 billion board feet of timber and the timber development practices necessary to maintain this level of annual harvest. In addition, fire protection is provided on 2,375,823 acres of commercial forest land. Other resource programs including Range Management; Soil, Water, and Air Management; Wildlife Habitat Management; and Recreation Management are funded in this activity. The FY 1986 program provides for a $1,160,000 increase in Timber Development and Reforestation, an increase of $249,000 for Timber Protection, and a $200,000 increase in Other Forest Resources.

Planning and Data Management: ($396,000)

Provides for the maintenance of land use plans and for the automated data processing support required for conducting 500 annual timber sales as well as other ADP requirements. An increase of $131,000 is proposed in FY 1986 in planning.

Background of the O&C Appropriation

The Oregon and California Grant Lands Act of 1937 (50 Stat. 876, Title II) provides that revenues from the Oregon and California (O&C) Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties in western Oregon (Subsection(a) of Title II of the O&C Act);

2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and

3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Since FY 1939, amounts have been appropriated to the Interior Department for administration of the O&C lands, out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the Treasury had been repaid in full for money advanced to make the payments in lieu of taxes, and according to the O&C Act the 18 O&C counties were entitled to 75 percent of the receipts. However, in 1953 the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States for the development and management of the O&C lands. This is the portion referred to in item 2 above.

Since FY 1953, Congress has appropriated a portion of these subsection (b) receipts for development, protection and management of the O&C lands. From FY 1961 through FY 1981 an amount equal to the full 25 percent of receipts collected was appropriated by Congress for management and development of O&C lands under the "Oregon and California Grant Lands" Appropriation.

In FY 1982, for the first time, Congress made a direct, definite appropriation of $52,788,000 to eliminate the uncertainty associated with financing the management of these lands under the receipt limitation appropriation caused by fluctuating receipts from timber sales. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are now transferred to the General Fund in the Treasury for reimbursement of all or part of the direct "O&C" appropriation. BLM's FY 1986 O&C appropriation request is a continuation of this approach. Beginning with FY 1985, the Forest Service received a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation from BLM.

Receipts

Receipts from the harvest of timber and other products on the Oregon and California Grant Lands and the Coos Bay Wagon Road Lands (CBWR) are a source of revenue to both the U.S. Treasury and the 18 O&C counties of western Oregon.

Actual receipts for FY 1983 and FY 1984 and estimates for FY 1985 and FY 1986 are as follows:

(dollar amounts in thousands)

	FY 1983 Actual	FY 1984 Estimate	FY 1985 Estimate	FY 1986 Estimate
O&C	$92,306	$131,000	$130,000	$143,000
CBWR	4,836	5,500	4,400	4,800
Total	$97,142	$118,400	$134,400	$147,800

Receipt estimates are based on projected timber harvest levels with an assumed timber price of $140 per thousand board feet in FY 1986.

O&C receipts are divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Counties are paid in the year following the collection of receipts.

(dollar amounts in thousands)

	FY 1983	FY 1984	FY 1985	FY 1986	FY 1987
O&C Counties	$39,298*	47,214*	65,500*	65,000*	71,500*
Treasury	$47,214	65,500	65,000	71,500	79,700

* From prior year receipts.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Oregon and California Grant Lands

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad Grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [$49,747,000] $50,574,000 to remain available until expended: Provided, that the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation: Provided further, that 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California Land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

(16 U.S.C. 594; 43 U.S.C. 1181, 1701; 53 Stat. 753; Public Law 98-146, making appropriations for the Department of the Interior and related agencies, 1985.)

Appropriation Language Citations

Appropriation: Oregon and California Grant Lands

1. For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [$50,206,000] to remain available until expended:

43 U.S.C. 1181
P.L. 75-405

The Conservation of Timber on Certain Lands in Oregon Act of August 28, 1937 (50 Stat. 876) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road Lands.

53 Stat. 753

The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

43 U.S.C. 1701 et seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976 applies to all public lands which include the O&C grant lands by definition (43 U.S.C. 1701). However, in the event that any provision of this Act is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act insofar as they relate to management of timber resources and deposition of revenue from lands and resources, the latter Acts will prevail.

43 U.S.C. 1735(c) (FLPMA Section 305(c)) states that "if any portion of a deposit or amount forfeited under this Act is found by the Secretary to be in excess of the cost of doing the work authorized under this Act, the Secretary, upon application or other wise, may cause a refund of the amount in excess to be made from applicable funds."

P.L. 98-146, Interior Department and Relted Agencies Apropiations Act, 1984.

The "O&C Grant Lands" appropriation was first provided in the FY 1961 Interior Appropriations Act as a "no-year" appropriation of 25 percent of receipts generated from the O&C lands. The appropriation was changed to a definite amount in the FY 1982 appropriations Act.

2. Provided, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation:

Funds for access road construction in the O&C were first appropriated as a portion of the BLM "Construction" appropriation in FY 1953. At that time, and at the establishment of the BLM Construction appropriation account in FY 1951, the Appropriations Act provided that funds appropriated for road construction shall be transferred to the Bureau of Public Roads, which subsequently became the Federal Highway Administration in the Department of Transportation. The language as been carried in all subsequent appropriations for the O&C program.

3. Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876).

This language was first enacted in the FY 1953 Interior Department Appropriations Act when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Oregon and California Grant Lands

(Dollar amounts in thousands)

SUMMARY OF BASE ADJUSTMENT	FTE-T	Amount	FTE-T	Amount
Appropriation, 1985			994	49,747
Anticipated savings from management initiatives				
Management bulge reduction	---	-132		
Net anticipated savings from management initiatives			---	-132
FY 1986 Base Budget			994	49,615

	1984 Actual		1985 President's Budget		1986 Base		1986 Estimate		Inc(+)/Dec(-) from 1985 Estimate		Inc(+)/Dec(-) from 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activities:												
OREGON AND CALIFORNIA GRANT LANDS												
Construction and Acquisition												
Building Construction	0	0	0	0	0	0	0	0	0	0	0	0
Recreation Construction	0	0	0	0	0	0	0	0	0	0	0	0
Transporation Construction	6	696	6	203	6	203	6	203	0	0	0	0
Access Acquisition	7	315	7	322	7	322	7	322	0	0	0	0
Subtotal	13	1,011	13	525	13	525	13	525	0	0	0	0
Maintenance												
Building Maintenance	8	510	8	489	8	489	8	489	0	0	0	0
Recreation Maintenance	28	823	28	822	28	822	28	822	0	0	0	0
Transporation Maintenance	35	2,870	35	2,776	35	2,776	35	1,995	0	-781	0	-781
Subtotal	71	4,203	71	4,087	71	4,087	71	3,306	0	-781	0	-781

Comparison by activities:

Renewable Resource Management												
Timber Management	505	21,254	512	20,769	512	20,637	512	20,637	0	-132	0	0
Timber Developmand and Reforestation	321	19,566	336	20,070	336	20,070	337	21,230	+1	+1,160	1	1,160
Timber Protection	19	3,020	3	1,803	3	1,803	3	2,052	0	+249	0	+249
Other Forest Resources	55	2,171	55	2,228	55	2,228	56	2,428	+1	+200	1	+200
Subtotal	900	46,011	906	44,870	906	44,738	908	46,347	+2	1,477	2	1,160
Planning and Data Management												
Planning	1	97	1	49	1	49	3	180	+2	+131	+2	+131
Data Management	3	214	3	216	3	216	3	216	0	0	0	0
Subtotal	4	311	4	265	4	265	6	396	2	131	2	131
Total Requirements	988	51,536	994	49,747	994	49,615	998	50,574	+4	+827	+4	+959

Justification of Base Adjustment

(dollar amount in thousands)

	FTE-T	Amount
Anticipated savings from management initiatives:		
In FY 1986 certain management initiatives will be conducted to improve cost effectivesness and performance of the Bureau's management and support functions. The savings expected to result from these initiatives are discusssed below.		
Management bulge reduction	---	-132
In FY 1986, approximately 7 positions in the GS 11-15 range will be affected by this Government-wide management initiative. As these positions become vacant through attrition, they will be filled at a lower grade.		

Appropriation: Oregon and California Grant Lands

(dollar amounts in thousands)

Activity		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Construction and Acquisition						
BLM	$	525	525	525	---	---
	(FTE-T)	(13)	(13)	(13)	(---)	(---)
Subtotal	($)	525	525	525	---	---
	(FTE-T)	(13)	(13)	(13)	(---)	(---)
Maintenance						
BLM	$	3,787	3,787	3,006	-781	-781
	(FTE-T)	(71)	(71)	(71)	(---)	(---)
Federal Highway Administration	$	300	300	300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	4,087	4,087	3,306	-781	-781
	(FTE-T)	(71)	(71)	(71)	(---)	(---)
Renewable Resources Management						
BLM	$	44,770	44,638	46,347	+1,477	+1,609
	(FTE-T)	(906)	(906)	(908)	(+2)	(+2)
Federal Highway Administration	$	100	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	44,870	44,738	46,347	+1,477	+1,609
	(FTE-T)	(906)	(906)	(908)	(+2)	(+2)
Planning and Data Management						
BLM	$	265	265	396	+131	+131
	(FTE-T)	(4)	(4)	(6)	(+2)	(+2)
Subtotal	$	265	265	396	+131	+131
	(FTE-T)	(4)	(4)	(6)	(+2)	(+2)
Total Requirements	$	49,747	49,615	50,574	+827	+959
	(FTE-T)	(994)	(994)	(998)	(+4)	(+4)

Authorization

43 U.S.C. 1181 P.L. 75-405	The Conservation of Timber on Certain Lands in Oregon (O&C) Act of 1937 provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road lands.
53 Stat. 753	The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.
16 U.S.C. 594 P.L. 67-315	The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.
P.L. 94-579 43 U.S.C. 1702	The Federal Land Policy and Management Act of 1976 applies to all "public lands" which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, in the event that any provision of this Act is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, other statutes regarding natural resource programs apply in varying degrees to management of the O&C and Coos Bay Wagon Road (CBWR) lands in western Oregon. These are discussed as necessary under each O&C program justification.

ACTIVITY SUMMARY

(Dollars in thousands)

Activity: Construction and Access	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	FY 1986 Estimate	Inc.(+)/Dec.(-) from 1985 Approp.	Inc.(+)/Dec.(-) from 1986 Base
Subactivity:						
1. Building Construction	$ ---	$ ---	$ ---	$ ---	$ ---	---
2. Recreation Construction	---	---	---	---	---	---
3. Transportation Construction	696	203	203	203	---	---
4. Access Acquisition	315	322	322	322	---	---
Total	$1,011	$ 525	$ 525	$ 525	$ ---	---

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Building Construction

(dollar amounts in thousands)

	FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements $	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Objective

The objective of this program is to construct those facilities necessary to support O&C resource management. Some specific projects oriented toward timber management include seed orchard buildings and district office complexes.

Benefits derived from the building construction program vary from providing office space to providing a controlled environment for tree seed processing and seedling production in greenhouse facilities. Specific anticipated benefits are usually identified during facility planning stages.

Base program

No building construction projects are proposed for FY 1986. No survey and design is needed in FY 1986.

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Recreation Construction

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	---	---	---	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Objectives

The Recreation Construction Program is a support activity to the recreation management program on O&C lands. Activities include new construction, major renovation, and replacement of existing recreation facilities. The goals of the program are to provide facilities which are easy to maintain, provide for visitor and employee safety, and meet visitor demand.

Base program

No recreation construction is proposed for FY 1986. No survey and design is needed in FY 1986.

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Transportation Construction

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	203	203	203	---	---
	(FTE-T)	(6)	(6)	(6)	(---)	(---)

Objective

The major objective of the Transportation Construction program is to provide a safe and energy-efficient transportation system for access to the O&C lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources. This includes roads, trails, and related appurtenances such as bridges and signs.

Base program

The FY 1986 base and estimate levels are $203,000 and 6 FTE-T.

The FY 1986 program level supports the timber management program by providing transportation planning and survey and design work for access roads to permit development and harvest of the timber resource. More specifically, the program provides for:

- Designing road access to areas for management purposes and for timber operations where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for management of second-growth timber for stand improvement. The program also plans access for commercial thinning volume to allow utilization of marginal value timber.

- Designing road access to merchantable timber areas where the road construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This would include projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, paving operations, large amounts of materials large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

The following table displays accomplishments in FY 1984 and estimated workloads in FY 1985 and 1986:

Workload Measures	FY 1984 Actual	FY 1985 Approp.	FY 1986 Estimate & Base	Increase(+) or Decrease(-)
Sign installation (number)	200	200	200	---
Transportation plans (number)	5	5	5	---
Survey and design (miles)	20	20	20	---

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Access Acquisition

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	322	322	322	---	---
	(FTE-T)	(7)	(7)	(7)	(---)	(---)

Objectives

The major objectives of the Access Acquisition program are as follows:

- Obtain and maintain legal access to public lands in support of the forest management program. Legal access must be provided not only to support the timber sale program, but for all forest management activities such as reforestation, thinnings, fertilization, and various other silvicultural activities.

- Obtain and maintain necessary legal access for the general public. Examples are access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

Base program

The FY 1986 base and estimate levels are $322,000 and 7 FTE-T.

Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement. It is essential that adequate lead-time be given to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A leadtime of two years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

The FY 1986 program workload includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use. Workload measures are displayed in the following table:

Workload Measure	FY 1984 Actual	FY 1985 Estimate	FY 1986 Estimate and base	Increase (+) or Decrease (-)
Easement surveys (#)	45	45	45	---
Title evidence acquired	50	50	50	---
Appraisals (#)	40	40	40	---
Easements acquired (#)	40	40	40	---
Road use agreements (#)	4	5	5	---
Supplements to road use agreements (#)	100	100	100	---

The primary benefits of the access acquisition program include:

- Providing continuous legal access so that intensive management practices can be applied wherever and whenever silvicultural needs dictate.

- Increased bid prices on those timber sales offered with access assured to all qualified bidders. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices. However, in any given year, an average increase of only 40 cents per MBF over the appraised price on the timber sales offered would fully cover the entire cost of the access program.

- Providing continuous legal access to the public for full use and enjoyment of the O&C lands.

ACTIVITY SUMMARY

Activity: Maintenance	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	FY 1986 Estimate	Inc.(+)/Dec.(-) fr. 1985 Approp.	Inc.(+)/Dec.(-) from base
Subactivity:						
1. Building Maintenance	510	489	489	489	---	---
2. Recreation Maintenance	823	822	822	822	---	---
3. Transportation Maintenance	2,870	2,776	2,776	1,995	-781	-781
Total	4,203	4,087	4,087	3,306	-781	-781

Justification of Program and Performance

Activity: Maintenance
Subactivity: Building Maintenance

(dollar amounts in thousands)

Program Elements		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
BLM	$	489	489	489	---	---
	(FTE-T)	(8)	(8)	(8)	(---)	(---)
Total Requirements	$	489	489	489	---	---
	(FTE-T)	(8)	(8)	(8)	(---)	(---)

Objective

The objective of this program is to protect the capital investment made in buildings and related facilities and to ensure that the facilities continue to provide the service intended throughout their life cycle. Specific objectives include:

- Inspection of all buildings, yards, and parking lots and identification of needed repairs;
- Repair of interior and exterior of buildings as required;
- Repair and/or replacement of water, sewage and electrical utility systems that do not meet safety and health codes; and
- Resurfacing of wareyards and driveways, repair of fences, and upkeep on landscaping at administrative facilities.

FY 1986 program

The FY 1986 base and estimate levels are $489,000 and 8 FTE-T.

The types of facilities maintained vary from district office buildings to tree seed extractories and greenhouses for seedling production. The following table displays the number of existing buildings and systems included in the maintenance schedule:

Type of Facility	Number	Size
Office Buildings	7	147,000 sq. ft.
Warehouses	63	61,200 sq. ft.
Flammable liquid storage buildings	4	3,800 sq. ft.
Radio equipment buildings	8	2,300 sq. ft.
Pumphouses	3	8,400 sq. ft.
Seed cleaning facilities	1	7,300 sq. ft.
Seed extraction facilities	4	4,400 sq. ft.
Greenhouses/shadehouses	4	26,200 sq. ft.
Shop buildings	2	38,500 sq. ft.
Grounds (wareyards, lawns)	44	143 acres
Water systems	37	-
Sewer systems	41	-

A majority of the work is accomplished by BLM employee labor and expertise. Specialized expertise for sophisticated control systems is contracted to local firms.

The FY 1986 program level funds maintenance on an as-needed basis on the facilities, grounds, and systems itemized above.

Activity: Maintenance
Subactivity: Recreation Maintenance

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc .(+) Dec. (-) from Base
Total Requirements	$	822	822	822	---	---
	(FTE-T)	(28)	(28)	(28)	(---)	(---)

Objectives

The objectives of the program are to ensure that all recreation sites are operated and maintained so that: (1) the public receives the maximum recreational benefits from the facilities, (2) natural and cultural resources are not destroyed through overuse, (3) public and employee health and safety are not endangered, and (4) the facilities are maintained so that they last for their designed useful life.

Base program

The FY 1986 base and estimate level are $822,000 and 28 FTE-T.

The Recreation Maintenance program provides services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 53 developed recreation sites and 65 undeveloped sites in western Oregon. The following table displays the facilities included in the maintenance schedule:

Type of Facility (unit of measure)	Number
Developed campsites (# of family units)	702
Developed picnic sites (# of family units)	682
Undeveloped picnic sites (#)	65
Water systems (#)	40
Sewer systems (#)	24
Trails within recreation sites (miles)	19
Signs (#)	90
Hazards (# eliminated)	10

All developed facilities receive preventive and operational maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance is done on an as-needed basis.

A combination of labor sources is used to accomplish the annual workload and meet the stated objectives including BLM laborers and recreation technicians, and contract, volunteer, and user participation. Written directives covering visitor safety and hazard management and use permits for developed sites and site management have been issued to improve consistency in implementation of maintenance levels from district to district.

The facilities are provided to meet the requirements of the O&C Act for recreation as a facet of management. Having recreation concentrated in specific, defined areas reduces conflicts with other resource management.

Justification of Program and Performance

Activity: Maintenance
Subactivity: Transportation Maintenance

(dollar amounts in thousands)

Program Elements		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc.(+) Dec.(-) from 1985	Inc.(+) Dec.(-) from Base
BLM	$	2,476	2,476	1,695	-781	-781
	(FTE-T)	(35)	(35)	(35)	(---)	(---)
Federal Highway Administration	$	300	300	300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	2,776	2,776	1,995	-781	-781
	(FTE-T)	(35)	(35)	(35)	(---)	(---)

BLM

Objective

The objective of the transportation maintenance program is to maintain the BLM's western Oregon forest road and trail system in the condition needed for proper land and resource management by providing: (1) improved physical access for the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and (2) safe access to forest lands for the forest industry, BLM personnel, and the general public.

Base program

The FY 1986 base level is $2,776,000 and 35 FTE-T.

The Bureau is responsible for maintaining approximately 8,468 miles of road and 59 miles of trail in western Oregon. All trails are maintained each year; however, the maintenance schedule for roads varies each year, according to actual timber harvest activity and weather damage.

The basic road maintenance schedule plans for yearly maintenance on 4,000 to 4,800 miles of primary timber haul road and for maintenance, on an as-needed basis, for those parts of the secondary system that receive higher than normal use, or which have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all bridges and structures that are an integral part of the road system.

Maintenance of the road system is accomplished primarily by BLM crews with contracts for materials such as asphalt, aggregate, fuels, culverts, equipment,

and supplemental equipment rental. Heavy equipment operators skilled in road maintenance work are required along with the transportation engineering experts knowledgeable in timber management practices, and other resource management needs for transportation facilities.

Road maintenance on spur roads is accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties. The BLM timber access road system is one part of a total system that provides access to Federal and private timber lands. A proportionate share of the initial cost of a road is paid by private industry by means of a road use fee system. The share will vary for each road, depending upon the percentage of the total timber volume owned by each party that is tributary to the road or that will eventually be transported over the road. If 50 percent of the volume to be transported over a specific road is private, then private companies will pay 50 percent of the cost of the road by means of road use fees as the timber is harvested and hauled. Funds collected in road use fees are deposited in the Treasury to amortize the Government's original cost for the non-government share of the road use.

In addition to road use fees, each commercial user of BLM roads is assessed a road maintenance fee. Funds collected in maintenance fees each year become a part of the total funds available for road maintenance, through a permanent appropriation to BLM for road maintenance. In FY 1986, the amount available from the appropriation is estimated to be $5.8 million. (See Justification under the Miscellaneous Permanent Appropriations section.)

The following workload will be accomplished in this subactivity:

Workload Measure	FY 1984 Estimate	FY 1985 Approp.	FY 1985 Estimate & Base	Inc. (+) or Dec. (-)
Road maintenance (miles)	4,100	4,100	4,100	---
Trail maintenance (miles)	59	59	59	---
Bridge maintenance (#)	3	3	3	---
Bridge inspections (#)	30	30	30	---
Roadside brush control (miles)	400	400	400	---
Fill and cut slopes maintained (acres)	467	467	467	---
Signs(#)	500	500	500	---

Decrease for FY 1986

(dollar amounts in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	2,776	1,995	-781
FTE-T			

The proposed decrease will be offset by increased revenues contributed by industry users due to the increased level of timber harvest. In FY 1983 expenditures from user fees amounted to $2.1 million. Projected collections from users will be $5.8 million in FY 1983. The amount requested for road maintenance of $1,995,000 under the O&C Appropriation will supplement these fees to provide for necessary preventive maintenance, for normal weathering as well as to provide for the safety of the general public which do not contribute user fees.

Federal Highway Administration (FHWA)

Base program

The base and estimate levels are $300,000. The FHWA provides road surfacing aggregate (crushed rock) to BLM for use in the Bureau's road and bridge maintenance program. The amount of aggregate obtained from FHWA varies each year according to the amount of maintenance required as a result of commercial road use and weather damage.

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "O&C Grant Lands."

ACTIVITY SUMMARY

Activity: Renewable Resources Management	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	FY 1986 Estimate	Inc.(+)/Dec.(-) fr. 1985 Approp.	Inc.(+)/Dec.(-) from Base
Subactivity:						
1. Timber Management	21,254	20,769	20,637	20,637	-132	---
2. Timber Development/ Reforestation	19,566	20,070	20,070	21,230	1,160	1,160
3. Timber Protection	3,020	1,803	1,803	2,052	+249	+249
4. Other Forest Resources	2,171	2,228	2,228	2,428	+200	+200
Total	46,011	44,870	44,738	46,347	1,477	1,609

RANGE IMPROVEMENTS

Activity: Renewable Resources Management
Subactivity: Timber Management

(dollar amounts in thousands)

Program Elements		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
BLM	$	20,669	20,537	20,537	-132	---
	(FTE-T)	(512)	(512)	(512)	(---)	(---)
Federal Highway Administration	$	100	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	20,769	20,637	20,637	-132	---
	(FTE-T)	(512)	(512)	(512)	---	---

Objectives

- o Offer 1,160 million board feet of timber from Western Oregon for sale.
- o Prepare and manage timber sale contracts to insure that the timber is harvested according to contract stipulations and that payments are made according to contract provisions.

Base program

Base level funding is $20,537,000 and 512 FTE. No change is proposed for FY 1985.

Under the O&C Timber Management program timber is offered for sale in accordance with the O&C Act of 1937 (43 U.S.C. 1181). This law provides that the O&C Grant Lands be managed as a permanent source of timber in a manner which protects watersheds, regulates stream flows, provides for recreational facilities and contributes to local economic stability.

The O&C Act directs that the Secretary announce an allowable harvest level which shall be offered annually for sale given reasonable prices in a normal market.

In FY 1986 BLM will offer 1.160 billion board feet of timber, an increase of 146 million board feet of timber from FY 1985. This increased output will be accommodated within the base funding level. The amount of timber offered for sale is dependent the level of forest development practices. The increased offerings are made possible by the anticipated restoration of herbicides as forest development practices. BLM anticipates that the Supreme Court will find that BLM's herbicide program is consistant with the law and that herbicides will be available for use in FY 1986. In addition, with herbicides it will be possible to accomplish a more cost effective program that will free up funds for use for the highest priority intensive management practices that will further allow for additional timber offerings (see the Timber Development and Reforestation subactivity description).

Planned offerings are slightly less than the full allowable cut calculation of 1.185 billion board feet. However, this will not have an appreciable impact on the availability of timber for the forest products Industry. During the period of 1980 through 1983 the timber markets were seriously depressed by economic conditions. Prior to 1981 purchasers of BLM timber built into their bids for BLM timber offerings the assumption that inflation would continue at the same rate as had been the case from 1977 to 1980. Normally timber sale contracts provide for three years for the timber to be harvested and payments to be made. Because of unforeseen adverse economic conditions and the fact that the anticipated inflation did not occur, holders of timber sale contracts could not profitably meet the terms of their contracts. Receipts from timber sales fell from $200 million in FY 1981 to $81 million in FY 1982. In response to this situation the Secretary provided a grace period for compliance with timber sale contracts. Ultimately contract extension agreements have been entered into with industry which will provide for harvesting 2.1 billion board feet of timber over the next 6 years (ending in FY 1990). In the meantime timber sales have continued at a nearly steady level with the required time for harvest being shortened in approximately 50% of the sales to one or two years. Bid prices, however, have fallen substantially from an average of $346 per MBF in FY 1980 to $ 119 per MBF in FY 1983.

Thus far in FY 1984 the sale receipts have increased from $74 million in the first 10 months of FY 1983 to $110 million in the same period in FY 1984. Consequently, the volume that is normally offered in conjunction with the volume realized from extension agreements will insure that an adequate amount of timber will be available to the timber industry in FY 1986.

The proposed offerings in FY 1986 assume a prompt settlement of the court ordered herbicide ban in favor of the Federal government, that industry will meet the terms of the contract extension agreements, and that the economy will continue to recover.

The major elements of the timber management program are:

Inventory and Timber Management Planning

This element includes the gathering of inventory and silvicultural data for preparation and maintenance of land use and timber management plans, and the computation of the allowable harvest levels.

The gathering of inventory and silvicultural data is done on a 10-year cycle. The eight years between data-gathering efforts are considered the normal years in this element with workloads consisting of the maintenance of technical inventory records and maintenance and updating of timber management and land use plans.

During FY 1983 the latest generation of timber management plans were completed. Records of Decision were prepared, and the plans have now been formally adopted. The seven new timber management plans are the culmination of five years of planning efforts that sought a balance of social, economic, and biological considerations for the BLM-managed forest lands in the 18 O&C counties in western Oregon. Almost 2.1 million acres of commercial forest lands, 87 percent of the land administered by BLM in the area, are covered by these plans. The new plans allow an annual harvest level of 1,185 million board feet.

Timber Sale Planning

Timber sale planning is essential to identify physical and legal access requirements, cadastral survey needs, special road design and other considerations. The checkerboard land patterns and the steep ridges which characterize western Oregon commercial timber lands contribute to the complexity of the planning process which begins with identification of potential sales areas five years in advance. Outyear plans are refined annually by deleting problem tracts and adding replacement tracts. The process culminates in the annual timber sale plan on which the forest industry bases its own plans for purchasing BLM timber.

Timber Sale Preparation

This element includes all activities necessary to offer timber for sale, including:

1. Sale area layout
2. Environmental analysis
3. Archaeological clearance
4. Resource conflict resolution
5. Timber values determination and appraisal
6. Contract preparation
7. Sale advertising and award

The timber sale preparation process starts with field crews physically posting and marking sale boundaries, road locations, log skidding trails, and other work areas needed for the harvest operation. When sale layout is complete, the area is examined to determine the specific effects of logging the area on archaeological and other resource values such as wildlife, fisheries, and soil, water and air. All of these data are used in the preparation of the environmental analysis.

The environmental analysis process identifies site-specific adverse impacts associated with the proposed logging operation and prescribes mitigating measures. Sale boundaries, road locations, and decking areas are adjusted to attain the prescribed mitigation.

When final sale area layout is completed, the timber is cruised to determine the volume of merchantable timber. The timber is then appraised to determine its value. Factors influencing the appraisal include, in addition to commercial timber prices, road building and maintenance costs that will be incurred by the timber purchaser. The BLM is examining possible efficiencies in this element of the program, but savings won't be significant from any changes until FY 1987.

A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, western Oregon BLM timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Generally, the purchaser has three years to harvest the timber, although contracts with shorter harvest periods have recently been offered in response to economic conditions.

Timber Sale Contract Administration

This work involves on-the-ground supervision during the term of the timber sale contract. Supervision is provided to ensure that the purchaser adheres to the terms of the contract and that timely payments are made as timber is cut. Specific workloads are:

1. Approval of logging plan
2. Monitoring road and logging facilities construction
3. Monitoring progress of timber cutting and calculating payments due
4. Ensuring that payment due is received before additional timber is harvested.
5. Processing contract modifications as needed
6. Monitoring the total logging operation until all timber has been removed from the sale area
7. Monitoring the disposal of logging debris (slash)
8. Processing contract expirations and terminations

The following tables display timber management funding and workload statistics:

Element	Funding ($000) FY 1984 Actual	FY 1986 Base & Estimate
Inventory and Timber Mgmt. Planning	$ 810	$ 930
Timber Sale Planning	1,615	1,661
Timber Sale Preparation	13,874	14,100
Timber Sale Contract Admin.	3,840	3,946
Total	$ 20,139	$ 20,637

Workload Measure	Actual FY 1984	FY 1985 Approp.	FY 1986 Base & Estimate	Increase (+) or Decrease (-)
Inventory (acres)	467,000	425,000	425,000	---
Timber Sale Plans -				
Annual (#)	21	21	21	---
5-year (#)	21	21	21	---
Timber Volume Prepared (MMBF)	1,124	1,014	1,160	+146
Sales Prepared (#)	350	300	300	---
Timber Volumes Sold (MMBF)	1,106	1,014	1,160	+146
Contracts Administered (#)	1,000	1,100	1,100	---
Total Timber Volume Sold - Not Harvested (MMBF EOY))	3,600	3,700	3,700	---
Value of Timber Sold ($000)	144,780	152,500	182,000	+29,500
Average Sale Price ($/MBF)	150	170	170	---
Total Volume Harvested (MMBF)	800	1,100	1,200	+100

Federal Highway Administration

FY 1986 program

The FY 1986 base and estimate levels are $100,000. The Federal Highway Administration provides BLM a variety of specialized engineering services asociated with the location and design of timber access roads and evaluation of rock quarry sites. The kinds and amount of services rendered by FHWA varies from year to year depending upon the difficulty of road location and number of quarry sites needed. The following is the average workload output. It is estimated that the FY 1986 workload will be near the average level.

Item	Amount
Rock core drilling	5,000 lin. ft.
Material testing	200 tests
Roads requiring special engineering consulting services	30 roads

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "O&C Grant Lands."

Justification of Program and Performance

Activity: Renewable Resources
Subactivity: Timber Development and Reforestation

(dollars amounts in thousands)

		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	($)	20,070	20,070	21,230	+1,160	+1,160
	(FTE-T)	(336)	(336)	(337)	(+1)	(+1)

Objectives

The major objective of the Timber Development and Reforestation Program is to accomplish the various practices that Allowable Cut Plans indicate are necessary to produce that level of timber production on a sustained yield basis, including:

- o Reforest harvested areas promptly;
- o Maintain or achieve optimum conditions for tree and stand growth (thinnings/release);
- o Improve site fertility (fertilization); and
- o Protect seedlings from growth reduction or death caused by animals, heat, vegetation, and diseases.

Base program

The FY 1986 base program level of $20,070,000 and 336 FTE's provides for reforestation and other timber development practices which increase the productivity of the timber lands in western Oregon. Reforestation is necessary not only to ensure prompt forest regeneration, but also to ensure that the new forest will contain the most desirable timber species (i.e., Douglas Fir in western Oregon). Prescribed burn and site preparation are frequently required prior to the actual reforestation. Land treatments, such as the use of herbicides, are sometimes necessary so that planted seedlings can achieve full development without undue competition from other species which tend to proliferate in newly cut areas. Later, precommercial thinning culls selected trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. In addition, BLM, through its tree improvement program, will improve the genetic traits of the trees themselves.

The development and reforestation workload is accomplished principally through contracting specific land treatment projects (i.e., slash burning, tree planting, thinning, etc.) to the private sector. An estimated 95 percent of the projects are accomplished by contractors. The remaining 5 percent are done with Bureau personnel, usually temporary employees.

Types of work which involve primarily permanent BLM personnel include studies and research, environmental analysis, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

Studies and Research (including Forestry Intensified Reserch "FIR") - Includes all work associated with field studies that are done to identify development needs, monitor results of past actions, and coordinate activities associated with the adaptive and fundamental phases of the FIR contracts and interagency agreements.

Included in the FY 1986 program is $1.3 million for the adaptive and fundamental phases of FIR performed by Oregon State University. This program was developed to improve reforestation and timber and stand improvement technology. Other participants in the program are the Forest Service, the Oregon State Forestry Department, and various industrial and private landowners. The program was initiated in 1978 because of reforestation problems that were being encountered in southern Oregon. Currently, more than 227,000 acres of timbered O&C lands have been removed from the allowable cut base because of reforestation problems. These lands could be restored to the base if successful reforestation techniques are developed through such research projects.

Environmental Analysis - Includes all work involved in preparing and reviewing environmental impact statements relating to intensive forest management practices.

Inventory, Project Planning, Layout and Contract Preparation - Includes all work involved in conducting post-treatment surveys to evaluate the effectiveness of land treatments and preparing land treatment contracts for bid advertisement and award.

Contract Administration - Includes all work associated with the supervision and administration of genetic improvement, land treatment, service, and supply contracts.

Seed Orchard Operation - Includes all work associated with the development, maintenance, and operation of the Walter Horning, Charles Sprague, Provolt, and Lorane seed orchards, which include progeny test plantations where genetically superior trees are grown for seed production.

Planned Workload

(000's acres)

	FY 1984 Estimate	FY 1985 Estimate	FY 1986 Base	Inc. (+) Dec. (-)
Prescribed Burning (acres)	14,244	14,244	14,244	---
Site Preparation (acres)	8,374	8,374	19,460	+11,086
Reforestation (acres)	17,000	22,000	25,900	+3,900
Maintenance and Release (acres)	4,882	4,882	17,000	+12,118
Site Protection (acres)	11,908	11,908	7,895	-4,013
Pre-Commercial Thinning (acres)	7,806	7,806	11,569	+3,763
Fertilization (acres)	500	500	11,566	+11,056

Workload changes between the FY 1986 base program and estimated accomplishments in FY 1985 reflect the increase in harvest levels due to improved economic conditions and the impact of the court ordered ban on herbicide treatments.

During the fiscal years FY 1984 and FY 1985 the Timber Development and Reforestation program has been heavily impacted by the court ordered ban on the use of herbicides. Practices such as site preparation, and maintenance and release which rely heavily on herbicides have been sharply curtailed. Cost effective alternatives are being employeed where possible. However, the alternatives practices are more costly than herbicides.

In FY 1986 BLM assumes that herbicides again will be generally available for use. This will enable BLM to conduct a more efficient overall program. At base level funding, site preparation, and maintenance and release will increase to reflect the availability of herbicides. Reforestation efforts will increase because of greater reforestation requirements resulting from improved economic conditions. Capability to fund the increased reforestation results from the over all efficiencies gained by the use of herbicides. In addition for the same reason, precommercial thinning and fertilization efforts will increase in those areas which provide the greatest return in terms of value of timber produced.

Increase from 1986 Base

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	20,070	21,230	+1,160
(FTE-T)	(336)	(337)	(+1)

Projected FY 1986 workload requirements are affected by several uncontrollable factors, such as economic conditions, the ability of industry to meet the requirements of the timber sale contract extension agreements, and the possible loss of herbicides on a long term basis.

The proposed increase of $1,160,000 and 1 FTE provides for increased site preparation prescribed burning, and reforestation made necessary by increased timber harvest in Western Oregon. The anticipated total required 27,000 acres of reforestation includes the harvest of timber under the contract extension agreements with industry. In addition the increase provides for 6,000 acres of stand release from competing vegetation to make up for backlogs which developed during the herbicide ban. This level of increase does not fully make up for the backlogs, however, it is an appropriate level because many opportunities for vegetative release practices have been lost due to the herbicide ban.

The levels of precommercial thinning, fertilization and stand conversion are unchanged from the base level.

The FY 1986 level of development and reforestation practices will support an allowable cut level of 1,160 million board feet of timber. This is 25 million board feet less than the 1,185 million board feet identified in the timber management plans. However, given the availability of timber for harvest under the contract extension agreements, there will be more than adequate amount of timber available to industry for harvest.

Workload Measures	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-)
Prescribed Burning (acres)	14,244	15,000	+756
Site Preparation (acres)	19,460	20,480	+1,020
Reforestation (acres)	25,900	27,292	+1,392
Maintenance and Release (acres)	17,000	23,000	+6,000
Site Protection (acres)	11,569	11,569	---
Pre Commercial Thinning (acres)	11,556	11,556	---
Fertilization (acres)	500	500	---
Stand conversion	94	94	---

Distribution of changes by object class

	FTE-T	Amount
Personnel compensation	1	23,000
Personnel benefits		3,000
Other Services		1,134,000
		1,160,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Protection

(dollar amounts in thousands)

	FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from base
Total Requirements	$ 1,803	1,083	2,052	+249	+249
	(FTE-T) (3)	(3)	(3)	(---)	(---)

Objective

The objective of the Timber Protection program is to protect the approximately 2.4 million acres of western Oregon lands from damage by fire.

FY 1986 Base

The FY 1986 base is $1,803,000 and 3 FTE-T. The program includes continued contract protection on 2,376,000 acres at a cost of $1,782,000 (75 cents per acre) with the attendant contract administration activities.

Fire protection for all lands under BLM jurisdiction in western Oregon is provided by the State of Oregon Department of Forestry. The existence of the highly effective State protection organization makes it unnecessary for BLM to establish and maintain its own fire suppression organization in western Oregon.

The historical 5-year average of fire occurence in western Oregon is as follows:

- 34 human-caused fires annually
- 38 lightning-caused fires annually
- 1,232 acres burned annually
- 357 total fires in the past 5 years

Increase for FY 1986

(dollar amounts in thousands)

	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
$	1,083	2,052	+249
FTE-T	(3)	(3)	---

The proposed increase of $249,000 will provide for the increased cost of the fire protection contract with the State of Oregon.

Distribution of change by object class

Other Services	+$249,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Other Forest Resources

(dollar amounts in thousands)

		1985 Presidents Budget	FY 1986 Base	FY 1986 Estimate	Inc.(+) Dec.(-) from 1985	Inc.(+) Dec.(-) from Base
Range Management	$	232	232	232	---	---
	(FTE-T)	(4)	(4)	(4)	(---)	(---)
Recreation Management	$	598	598	598	---	---
	(FTE-T)	(16)	(16)	(16)	(---)	(---)
Soil, Water, and Air Management	$	687	687	687	---	---
	(FTE-T)	(15)	(15)	(15)	(---)	(---)
Wildlife Management	$	711	711	911	+200	+200
	(FTE-T)	(20)	(20)	(21)	(---)	(---)
Total Requirement	$	2,228	2,228	2,428	+200	+200
	(FTE-T)	(55)	(55)	(56)	(---)	(---)

RANGE MANAGEMENT

Objectives

The major objectives of the Range Management program are to utilize available forage for livestock production, maintain and improve vegetative conditions, and accomplish vegetation-related resource management goals and objectives on western Oregon land.

If forage plants in reforested areas are grazed by livestock at appropriate times, the competitive influence these plants on the establishment of tree seedlings is reduced. Grazing, can have positive effects on timber production if properly managed. Once trees are established to the point where livestock grazing can have no harmful impacts on their further development, authorizing grazing use results in harvesting a renewable resource that would otherwise go unused.

FY 1986 program

The FY 1986 base and estimate levels are $232,000 and 4 FTE-T. This program provides for grazing administration on public lands in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease O&C lands for grazing purposes, when such use will not interfere with the production of timber or other purposes specified in the O&C Act. There are 138 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage. The Range Management program workload consists primarily of authorizing

and issuing grazing leases, collecting fees, and providing necessary range use supervision and trespass control. Grazing use must be properly coordinated with intermingled and adjacent landowners. In several areas where there are large and well-blocked lands, coordinated resources management plans have been developed and needed management facilitating projects constructed. In addition, monitoring has been established and is periodically reviewed and evaluated to determine management effectiveness.

Management facilitating projects on O&C lands such as fences and water developments are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. It is also needed to accomlish other vegetation-related management objectives such as the protection and improvement of important wildlife habitat areas and the protection of threatened and endangered plants and animals.

The primary benefits of the program are improvement of vegetation-related resource values. The principal benefit to timber production is removal of vegetation that competes with young tree seedlings.

Workload Measure	FY 1985 President's Budget.	FY 1986 Base and Estimate	Difference
Allotment management plans prepared (#)	7	7	---
Inventory (000) acres)	10	10	---
Allotments monitored (#)	50	50	---
Leases issued (#)	138	138	---
Lease adjustments	6	6	---
Allotments supervised	83	83	---

RECREATION MANAGEMENT

Objectives

The objectives of the Recreation Management program are as follows:

- Provide recreation opportunities, visitor services/information and protection of high priority Special Recreation Management Areas, including the Rogue National Wild and Scenic River, Pacific Crest National Scenic Trail, Rogue River National Recreation Trail, and five major recreation facility areas (Loon Lake, Hyatt Lake, Wildwood, Fisherman's Bend, and Shotgun);

- Protect and maintain high quality scenic visual resources within designated scenic highway corridors, and State recreational management areas in support of cooperative management agreements;

- Improve program cost effectiveness through the use of volunteer programs and coordination/cooperation with State, county and local recreation agencies and organizations; and

o Ensure that all O&C projects are in compliance with Section 106 of the National Historic Preservation Act and Section 2(b) of Executive Order No. 11593 for cultural resource protection and ensure that cultural resources are given full consideration in all land use planning and management decisions.

FY 1986 program

The FY 1986 base and estimate levels Are $598,000 and 16 FTE-T. The western Oregon programs are operated under the provisions of the O&C Act which directs that the O&C lands be managed for permanent forest production, including provision of recreation facilities. Because the provision of recreation facilities covers a wide range of recreation opportunities from highly developed campground/picnic areas to dispersed recreation use areas, the program involves managing some three million visits annually to 171 Special Recreation Management Areas and 22 Extensive Recreation Management Areas.

The primary benefits of the recreation management program are as follows:

- Provide a range of public recreation opportunties from highly developed facilities to dispersed activities consistent with intensive forest management objectives, including management of Congressionally designated areas. Through interpretive techniques, management of recreation use occurring on O&C timber lands provides a basis to provide greater public understanding and acceptance of intensive timber management techniques.

- Protect highly sensitive visual resource values consistent with intensive timber management activities.

- Preserve and manage archaeological and historic resources.

- Allow forest management project work to proceed in an orderly fashion in compliance with applicable laws and regulations without disruptions caused by protests and appeals.

- Provide appropriate sites for natural history research, which provide data that aid in resource program planning, including forest management.

SOIL, WATER AND AIR MANAGEMENT

Objectives

o Provide management with specific on-site soil and water information, soil capabilities, suitabilities, behavior and use limitations;

o Develop criteria and guidance for mitigating measurses required so that forest resource utilization and development will not unnecessarily reduce soil productivity and water quality;

o Support forest management programs with information on air quality, climatology and meteorology;

- o Monitor air quality (i.e., acid rain, visibililty) and evaluate to ensure that Bureau activities and non-Bureau activities are not negatively impacting air quality-related values; and

- o Take necessary actions to ensure activities are in compliance with National and State laws and regulations.

FY 1986 program

The FY 1986 base and estimate levels are $687,000 and 15 FTE-T This program fulfills provisions of the O&C Act which requires that O&C lands to be managed for permanent forest production, protection of watersheds, and regulation of stream flow. The Bureau guided by Executive Order 12088, is actively involved in State programs for smoke management, monitoring for acid rain, and non-point source water quality problem identification and monitoring.

This program provides direct support to the forest management program as follows:

1. Soil scientists work with forestry personnel in laying out timber sale areas so that soil resources are protected during and after timber harvesting.

2. Soil scientists conduct field studies to find means of increasing or maintaining soil productivity during reforestation work, such as:

   --fertilizer application to the most responsive stands
   --ameliorate effects of soil compaction
   --biological means of maintaining soil nitrogen content
   --on-site evaluations of landslide potential, and
   --vegetative control of erosion from disturbed areas

3. Hydrologists provide direct application of hydrologic knowlegde to specific situations in ongoing and proposed development and management programs including:

   a. On-site investigation, interpretation and analyses to determine hydrologic hazards and risks to aid in development of timber management plans.

   b. Identification of sensitive areas and the recommendation of measures to prevent or mitigate undesirable impacts on the water resource, including groundwaters, aquifers, and streams.

   c. Determination of the effect of timber harvesting on quality, timing and volume of water flow.

d. Prediction of peak flows and duration in relation to road construction improvements; assistance in development of recommendations on revegetation; assistance in determination of drainage and other treatment practices; and monitoring for effects on water quality control.

e. Technical expertise to monitor pesticides application program.

The benefits of the program accrue mainly to the resources and include:

1. Maintaining and increasing the soil's capability to produce wood.

2. Ensuring that timber sale plans and sites are in compliance with relevant laws and regulations.

3. Maintaining site productivity through on-site water management and design of water control facilities, i.e., bridges and culverts, so as not to jeopardize the forest road system.

WILDLIFE HABITAT MANAGEMENT

Objectives

The objectives of the Wildlife Habitat Management program are to:

- Improve 150 miles of Anadromous fish habitat.

- Comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered (T/E) species. This will be completed within four months of the initial determination that a proposed action may affect a T/E species.

- Comply with Section 7 of the ESA by completing consulation with the Fish and Wildlife Service (FES) within 6 months of initial determination that an action may affect a T/E species.

- Comply with the ESA to aid in the recovery of T/E species.

- Comply with Executive Order No. 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat. This will be completed within four months of the initial determination that a proposed action may affect wetland or riparian habitat.

FY 1986 Base

The FY 1986 base level of $711,000 and 20 FTE-T. The BLM wildlife habitat management program maintains and improves wetland, riparian, aquatic, and terrrestrial habitats for fish and wildlife species and T/E plant and animal species occurring on the public lands, including O&C and CBWR lands in western Oregon. The wildlife program in western Oregon functions mainly in support of the timber management program, which is a dominant use resource program as provided by the O&C Act. The types and extent of wildlife habitat on the western Oregon public lands are summarized in the following table:

Types of Wildlife Habitat on the Western Oregon Lands

Habitat Type	Acres (000)	Miles (00)
Terrestrial	2,226	--
Aquatic	--	12
Wetland	156	--
Lakes and Reservoirs	3	--
Total	2,385	12

One of the most valuable habitat resources in western Oregon is the fisheries habitat, especially stream habitat for anadromous fish. BLM has actively participated in the State's Coho Salmon Enhancement Program through providing stream improvement. Most aquatic habitat improvement projects have been directed toward improving production of anadromous fish and benefit not only the fisheries habitat but provide an important economic return to the region and the State. This support of the anadromous fisheries program has been well received by the O&C counties and by sports and commercial fishermen.

Benefits of the wildlife habitat management program include providing wildlife habitat for a variety of consumptive and nonconsuptive uses by the general public and aiding the economy of western Oregon. The wildlife program provides the timber management program with the required biological and ecological expertise relative to various Federal laws such as the ESA, Sikes Act, NEPA, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders and thus, facilitates an orderly, effective and environmentally sound timber management program. BLM biologists conduct inventories to identify and quantify habitat (terrestrial, aquatic, wetland, and T/E species) into various condition classes and needs.

Increase for FY 1986

	FY 1985 Base	FY 1986 Estimate	Increase(+) or Decrease(-)
	(dollars in thousands)		
$	711	911	+200
FTE-T	(20)	(22)	+2

An increase of $200,000 will provide for improvement of approximately 150 mile of anadromous fish stream habitat. These are positive efforts to improve the spawning and survival levels of salmon, and thereby increase the number of surviving adults. This will benefit both sport and commercial fisheries. The commercial fisheries for anadromous fish play an important role in the economy of Western Oregon. In recent years the number of surviving coho salmon has been on the decline. This has resulted in a shortened fishing season, adverse economic effects on commercial fisheries, and loss of sport fishing opportunities. The types of improvements include opening of blocked streams in mitigation of past timber harvesting practices, and efforts to improve stream condition by providing more spawning areas to improve survival rates. Specific practices include log jam removal, gravel for replacement, brush removal, placement of instream structures and improvement of fish passage over impassable structures. These efforts will be a part of an interagency coordinated effort to cooperate with the State Coho Salmon Enhancement Program.

Distribution of Change by Object Class

	FTE-T	Amount
Personnel Compensation	1	$ 29,000
Personnel Benefits		3,800
Other Services		167,200
		$200,000

ACTIVITY SUMMARY

(dollars in thousands)

Activity: Planning and Data Management	FY 1984 Actual	FY 1985 President's Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985 Approp.	Inc. (+) Dec. (-) from Base
Subactivity						
1. Planning	97	49	49	180	+131	+131
2. Data Management	214	216	216	216	---	---
Total	311	265	265	396	+131	+131

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Planning

(dollar amounts in thousands)

		1985 President's Budget	FY 1986 Base	FY 1986 Estimate	Inc.(+) Dec.(-) from 1985	Inc.(+) Dec.(-) from Base
Total Requirements	$	49	49	180	+131	+131
	(FTE-T)	(1)	(1)	(3)	(+2)	(+2)

Objectives

The objectives of the planning program in western Oregon are to:

- o Develop land use plans which allocate both land and timber resources and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and National program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;

- o Adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the regularly scheduled (10-year) plan revision cycles;

- o Maintain existing land use plans and supporting inventories by incorporating available information from timber sales, ongoing environment analyses, and public input; and

- o Provide an effective and efficient forum for public input into management decisions to balance resource capabilities, National guidance, regional and local concerns.

FY 1986 program

The FY 1986 base and estimate levels are $49,000 and 1 FTE-T. Land use planning is an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands. Current efforts have been influenced by the case of NRDS, Inc. et. al. vs. Kleppe (Civil Action No. 75-1861, November 7, 1975) and the resultant court order. FY 1982 was the last year for major land use plan revisions in response to that order.

BLM planning regulations and policy require a full interdisciplinary team for almost the entire sequence of steps in the planning process. The composition of the team is determined by the District Manager after receiving public input on planning issues. The process usually requires skills and expertise in

forestry, botany, wildlife, biology, soils science, hydrology, geology, recreation management, archaeology, public participation techniques, computer programming, and cartography. The District Managers and involved Area Managers are committed to the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s). State office staff specialists provide guidance, quality reviews, and technical support. The State Director and appropriate State office staff specialists are involved in the selection of the preferred alternative, and the State Director must concur with the final planning decisions.

The following table displays the status of current western Oregon planning and environmental impact statement preparation:

Plan Name	Plan Status	(Resource Mgmt. Plans	EIS Status
Westside Salem*	MFP-completed 1979	Approximately 1990	Final 1981 (Timber)
Eastside Salem*	MFP-completed 1982	Approximately 1990	Final 1983 (Timber)
Eugene*	MFP-completed 1982	Approximately 1990	Final 1983 (Timber)
Roseburg*	MFP-completed 1982	Approximately 1990	Final 1983 (Timber)
Josephine	MFP-completed 1978	Combined Plan 1990	Final 1979 (Timber)
Jackson/Klamath	MFP-completed 1977	Combined Plan 1990	Final 1978 (Timber)
	Range Revision MFP-completed 1982		Final 1983 (Range)
Southcoast/Curry	MFP-completed 1979	Approximately 1990	Final 1981 (Timber)

* Indicates plans impacted by new O&C Timber Management Policy.

Increase for FY 1986

	(dollars in thousands)		
	FY 86 Base	FY 86 Estimate	Increase(+) or Decrease(-)
$	49	180	+131
(FTE-T)	1	3	+2

The proposed increase of $131,000 and 2 FTE's will be used for increased plan maintenance, of possible plan amendments, and additional coordination with State and local governments as required by the new planning regulations. The FY 1985 program calls for a minimum level plan maintenance. By FY 1986, however, the cumulative effects of economic conditions, the ban on herbicides and, the shear passage of time will require that the latest generation of Management Framework Plans be kept current with the existing conditions. In some instances, there may be a need for plan amendments. An example of the type of changing situations that generates the need for a plan adjustment is

the discovery that in some areas clearcutting techniques can replace more costly shelterwood harvesting practices that were called for initially in the plans. It has been discovered that clearcutting in the long run actually results in less ground disturbance than shelterwood harvesting and is consequently a more desireable harvesting practice. This discovery was one of the initial findings of the Forest Intensive Research Program (FIR). The plan must be adjusted in such instances to reflect such changes in harvesting procedures.

Many aspects of the timber management program in Western Oregon are of high interest to the general public, and local and State governments. BLM's management efforts are closely scrutinized, and it is necessary that it's on the ground operations are correctly reflected in its planning documents.

Distribution of change by object class

The object class detail for the proposed increase of $181,000 and a FTE is as follows:

	FTE-T	Amount
Personnel Compensation	2	70,000
Personnel Benefits		10,000
Travel and Transportation of persons		5,000
Printing and Reproduction		30,000
Other Services		14,000
Supplies and Materials		2,000
Total		131,000

RANGE IMPROVEMENTS

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Data Management

(dollar amounts in thousands)

		1985 President's Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec.(-) from 1985	Inc.(+) Dec.(-) from Base
Total requirements	$	216	216	216	---	---
	(FTE-T)	(3)	(3)	(3)	(---)	(---)

Objective

The objective of the data management program is to provide for the continued development of an information system to operate, coordinate, and control a large volume data base in an effective and efficient manner to support the O&C management program in western Oregon.

Base program

The FY 1986 base level and estimate is $216,000 and 3 FTE-T's. Several data bases are being maintained on a variety of computers in support of resource management. The majority of these data baseds relate directly to timber sales program actions.

Forest inventory and associated data are maintained and analyzed for growth, yield, age and stocking and are subsequently used to determine allowable cut levels for timber sales. Tree improvement data are maintained for two BLM orchards including progency plantations. Data are maintained for genetically superior trees, orchard clones, progency test sites, seed inventory, and pollen inventory. These data are eventually used in decisions relating to reforestation of harvested commercial forest land. In-place inventory data bases are maintained to identify changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict value and changes in market conditions. The data provide monitoring of sales to small and large businesses for set-aside sales through Small Buisness Administration requirements. Active timber sale contract data are maintained for the purpose of predicting O&C receipts and payments to the counties under the O&C formula.

The use and retrieval of the data is funded by the Forest Management subactivity while the storage and maintenance of data is funded by the Data Management Program.

ADP systems have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise is required; most important is technical expertise in the subject matter field -- Inventory Foresters, Silviculturalists, Geneticists, Biometricians, and Timber Appraisal Specialists. Second is the ADP technical expertise -- Programmers, Computer Specialists, and Systems Analysts.

The average annual workload quantified in terms of records maintained is:

Allowable cut 5-PT inventory	100,000	80-character records
Orchard record	80,000	80-character records
Reforestation	45,000	270-character records
Operations inventory	50,000	540-character records
Timber appraisals (cruise, scale, 3-P)		

RANGE IMPROVEMENTS

FY 1986 BASE ADJUSTMENTS FOR MANAGEMENT INITIATIVES SAVINGS
(Amount in $000)

Appropriation/Activity/Subactivity	FY 1985 President's Budget		Consolidations of: Admin. Payment Centers		Regional Support Centers		Head-quarters Services		Close/ Downgrade Printing Facilities		Implementation of OMB Circular A-76		Management Bulge Reduction		Total Savings	
	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT	FTE	AMT
OREGON AND CALIFORNIA GRANT LANDS																
Construction and Acquisition	13	525	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Maintenance	71	4,087	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Renewable Resource Management	906	44,087	--	--	--	--	--	--	--	--	--	--	--	-132	--	-132
Planning and Data Management	4	265	--	--	--	--	--	--	--	--	--	--	--	--		--
TOTAL	994	49,747	--	--	--	--	--	--	--	--	--	--	--	-132	--	-132
	===	======												====		====

Bureau of Land Management

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Oregon and California Grant Lands

	1986 Base		1986 Estimate		Inc.(+) or Dec.(-)	
	FTE	Amount	FTE	Amount	FTE	Amount
Object Class						
11. Personnel compensation:						
11.1 Permanent positions - FTE-P	940	26,176	944	26,298	+4	+122
11.3 Positions other than permanent 1/.....	54	2,456	54	2,456	---	---
11.5 Other personnel compensation		416		416	---	---
Total personnel compensation	994	29,048	998	29,170	+4	+122
Other Objects						
12.1 Personnel benefits		3,577		3,591		+14
21.0 Travel & transportation of persons		545		550		+5
22.0 Transportation of things		2,650		2,650		---
23.2 Other rent, comm., and utililties		670		670		---
24.0 Printing and reproduction		25		55		+30
25.0 Other services		4,102		4,888		+786
26.0 Supplies and materials		998		1,000		+2
32.0 Lands and structures		8,000		8,000		---
42.0 Insurance claims and indemnities		---		---		---
Total Requirements		49,615		50,574		+959

1/ FTE-OTP = FTE-T (-) FTE-P

RANGE IMPROVEMENTS

Type size: 8 point 22 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code 14-1116-0-1-302	1984 actual	1985 estimate	1986 estimate
Program by activities:			
Direct program:			
1. Construction and acquisition.....	1,011	525	525
2. Maintenance	4,203	4,087	3,306
3. Renewable resource management.....	48,011	46,370	46,347
4. Planning and data management	311	265	396
10.00 Total obligations.....	53,536	51,247	50,574
Financing:			
17.00 Recovery of prior year obligations.....	---	---	---
21.40 Unobligated balance available, start of year.....	-3,883	-1,883	-383
24.40 Unobligated balance available, end of year.....	1,883	383	383
40.00 Budget authority (appropriation).	51,536	49,747	50,574
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	53,536	51,247	50,574
72.40 Obligated balance, start of year.	11,174	11,442	11,698
74.40 Obligated balance, end of year...	-11,442	-11,698	-12,198
78.00 Adjustments in unexpired accounts	---	---	---
90.00 Outlays	53,268	50,991	50,074
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

RANGE IMPROVEMENTS

GPO : 1981 O - 341-526 (6500)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code 14-1116-0-1-302	1984 actual	1985 estimate	1986 estimate
BUREAU OF LAND MANAGEMENT			
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	25,250	26,104	26,200
11.3 Other than full-time permanent....	2,300	2,410	2,410
11.5 Other personnel compensation.....	416	416	416
11.8 Special personal services payments	---	---	---
11.9 Total personnel compensation.....	27,966	28,930	29,026
12.1 Personnel benefits: Civilian....	3,440	3,558	3,570
21.0 Travel and transportation of persons.....	550	550	555
22.0 Transportation of things.....	2,650	2,650	2,650
23.2 Communications, utilities, and other rent.....	670	670	670
24.0 Printing and reproduction.....	25	25	55
25.0 Other services.....	6,580	5,864	4,848
26.0 Supplies and materials.....	1,000	1,000	1,000
31.0 Equipment	---	---	---
32.0 Lands and structures	7,600	7,600	7,800
33.0 Investments and loans	---	---	---
42.0 Insurance claims and indemnities.	---	---	---
99.0 Subtotal obligations, Bureau of Land Management.....	50,481	50,847	50,174
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

RANGE IMPROVEMENTS

Type size: 8 point 22 picas Case 180 Red undercore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code 14-1116-0-1-302	1984 actual	1985 estimate	1986 estimate
ALLOCATION ACCOUNTS			
Personnel Compensation:			
11.1 Full-time permanent.....	802	98	98
11.3 Other than full-time permanent...	376	46	46
11.5 Other personnel compensation	---	---	---
11.9 Total personnel compensation.....	1,178	144	144
12.1 Personnel benefits: Civilian ...	130	16	16
21.0 Travel and transportation of persons.....	300	---	---
22.0 Transportation of things.....	50	---	---
23.2 Communications, utilities, and other rent	---	---	---
24.0 Printing and reproduction.....	---	---	---
25.0 Other services	597	40	40
26.0 Supplies and materials	50	---	---
31.0 Equipment	---	---	---
32.0 Lands and structures.....	750	200	200
42.0 Insurance claims and indemnities.	---	---	---
99.0 Subtotal, direct obligations, allocation accounts.....	3,055	400	400
99.9 Total obligations	53,536	51,247	50,574
Obligations are distributed as follows:			
Interior-Bureau of Land Management...	50,481	50,847	50,174
Agriculture-Forest Service.....	2,655	---	---
Transportation-Federal Highway Administration.....	400	400	400
(Mono cast: 21.3)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

RANGE IMPROVEMENTS

Type size:
8 point 22 picas
Case 150
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code 14-1116-0-1-302	1984 actual	1985 estimate	1986 estimate
BUREAU OF LAND MANAGEMENT			
Total number of full-time permanent positions	939	945	945
Total compensable workyears:			
Full-time equivalent employment	988	994	998
Full-time equivalent of overtime and holiday hours	16	16	16
ALLOCATION ACCOUNTS			
Total number of full-time permanent positions	15	2	2
Total compensable workyears:			
Full-time equivalent employment	18	7	7
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

RANGE IMPROVEMENTS

RANGE
IMPROVEMENTS

Appropriation Summary Statement

Appropriation: Range Improvements

This appropriation is derived from grazing fees and certain mineral leasing receipts collected during the previous year. Fifty percent of the grazing fees from public lands and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, these funds are used to construct structures and implement practices or treatments to rehabilitate, protect, or improve the public rangelands.

Section 6(b) of the Public Rangelands Improvement Act (PRIA) of 1978 (43 U.S.C. 1905(b)) in part reads as follows: 'The second sentence of Section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1) is hereby amended by adding the words 'or $10,000,000 per annum, whichever is greater' after the words '50 per centum',..." This amendment provides that the Range Improvements appropriation will be 50 percent of the grazing receipts collected during the previous year or $10,000,000, whichever is greater.

Section 6(a) of PRIA established a grazing fee formula which took effect on March 1, 1979. PRIA also restricted annual fee increases or decreases to 25 percent of the previous year's fee. The FY 1982 grazing fee was $1.86 per animal unit month (AUM). The fee was reduced by $.46 per AUM in FY 1983 to $1.40 and by $.03 in FY 1984 and 1985 to $1.37 per AUM, under the formula established by Congress. As a consequence, the 50 percent of receipts from grazing on public lands and from grazing and mineral leasing on Bankhead-Jones lands, which go into this appropriation, is expected to generate only $9,407,000 for this appropriation in FY 1986. Because of Section 6(b) of PRIA, however, the Range Improvements appropriation shall not be less than $10 million regardless of receipts. The Range Improvements appropriation, therefore, is estimated at $10 million in FY 1986, the same level as FY 1985.

SPECIAL ACQUISITION
FOR LANDS & MINERALS

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Range Improvements

For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976, (43 U.S.C. 1701), nothwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.), but not less than $10,000,000 (43 U.S.C. 1901), and the amount designated for range improvements from grazing fees and mineral leasing receipts from Backhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended: Provided, That not to exceed $600,000 shall be available for administrative expenses.

(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 315, 1751, and 1901; Public Law making appropriations for the Department of the Interior and Related Agencies, 1985.)

Appropriation Language Citations

Appropriation: Range Improvements

Appropriation language and citations:

1. "For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701),"

   43 U.S.C. 1751

   43 U.S.C. 1751 provides for moneys received by the United States as fees for grazing domestic livestock on public lands to be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

2. "Nothwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.),"

   43 U.S.C. 1751

   43 U.S.C. 1751 provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on public lands under the Taylor Grazing Act (48 Stat. 1269; 43 U.S.C. 315, et seq.) and the Act of August 28, 1937 (50 Stat. 874; 43 U.S.C. 1181d) and on lands in National Forests in the 11 contiguous Western States shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements.

3. "but not less than $10,000,000 (43 U.S.C. 1901),"

   43 U.S.C. 1901, 1905(b)

   43 U.S.C. 1905(b) amends section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1)) by adding the words "or $10,000,000 per annum, whichever is greater" after the words "50 per centum."

4. "and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,"

   7 U.S.C. 1010
   E.O. 10046; 10175; 10234; 10322; 10787; 10890,
   30 U.S.C. 355

SPECIAL ACQUISITION FOR LANDS & MINERALS

7 U.S.C. 1010 provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and land utilization, in order to correct maladjustments in land use, and thus assist in controlling soil erosion, reforestation, preservation of natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the public lands, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that the jurisdiction of the Secretary of Agriculture under the provision of section 32 of the Bankhead-Jones Farm Tenant Act is tranferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands (August 7, 1947) shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intention being that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

5. "to remain available until expended: Provided, That not to exceed $600,000 shall be available for administrative expenses."

P.L. 98-146

P.L. 98-146, the FY 1985 Appropriations Act for the Department of the Interior and Related Agencies, provides that the appropriation shall remain available until expended and that a maximum of $600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Range Improvements

(Dollar amounts in thousands)

SUMMARY OF BASE ADJUSTMENTS:	FTE-T	Amount
Appropriation, 1985	130	10,000
Adjustments to base	---	---
1986 Base Budget	130	10,000

	1984 Actual		FY 1985 President's Budget		1986 Base		1986 Estimate		Inc.(+)/Dec.(-) from 1985 Approp.		Inc.(+)/Dec.(-) from 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activity:												
1. Improvements to Public Lands	103	8,000	103	8,000	130	8,000	103	8,000	---	---	---	---
2. Farm Tenant Act (LU) Lands	24	1,400	24	1,400	24	1,400	24	1,400	---	---	---	---
3. Administrative Expenses	3	600	3	600	3	600	3	600	---	---	---	---
Total Requirements	130	10,000	130	10,000	130	10,000	130	10,000	---	---	---	---

SPECIAL ACQUISITION
FOR LANDS & MINERALS

Justification of Program and Performance

Appropriation: Range Improvements

(dollar amounts in thousands)

Activity 1/		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Improvements to Public Lands	$	8,000	8,000	8,000	---	---
	(FTE-T)	(103)	(103)	(103)	(---)	(---)
Farm Tenant Act (LU) Lands	$	1,400	1,400	1,400	---	---
	(FTE-T)	(24)	(24)	(24)	(---)	(---)
Administrative Expenses	$	600	600	600	---	---
	(FTE-T)	(3)	(3)	(3)	(---)	(---)
Total Requirements	$	10,000	10,000	10,000	---	---
	(FTE-T)	(130)	(130)	(130)	(---)	(---)

Authorization

43 U.S.C. 1751
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976 provides that 50 percent of grazing fees are appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs. Use of the appropriation is limited to on-the-ground rehabilitation, protection, and improvement of grazing lands. The policy is to fund project survey, design, and construction from this appropriation. Maintenance, environmental analysis, removal of excess wild horses and burros, and administrative activities such as issuing improvement permits are funded in the grazing management or other appropriate program elements in the "Management of Lands and Resources" appropriation.

1/ Except for the status of the lands involved, there is no difference in the program and performance conducted under each activity. Therefore the justification covers the entire appropriation with a single narrative justification.

30 U.S.C. 355	The Mineral Leasing Act for Acquired Lands of 1947 provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.
43 U.S.C. 1901, 1905 P.L. 95-514	The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands and provides for an appropriation of $10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.
7 U.S.C. 1010, 1012-1013A P.L. 75-210	The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

Objectives

The objective of the Range Improvements Appropriation is to improve public rangeland productivity for resultant benefits to livestock production, wildlife, and watershed protection.

FY 1986 program

The FY 1986 program for Range Improvements is $10,000,000 and 130 FTE-T at both the FY 1986 Base and Estimate levels.

This appropriation finances improvements necessary to complement specific management actions designed to improve public rangeland condition. The installation of improvements such as fences, water developments, seedings, weed control and vegetation treatment can enhance effective range management practices and are being used successfully to improve the soil, water and vegetative condition of the Nation's rangelands.

FLPMA directs that one half of the Range Improvements Appropriation must be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. Current policy provides that all of the appropriation will be distributed for use in the districts from which the fees were collected in the same proportion as collections received.

These funds are used exclusively for on-the-ground improvements and directly related project costs. Other expenses associated with planning and development of improvements such as environmental analysis, typing, recordkeeping, program management, etc., are borne by the grazing management subactivity or other appropriate resource program activity in the Management of Lands and Resources (MLR) Appropriation.

In the past, the maintenance of existing range improvements utilized a substantial portion of the Range Improvements Appropriation. Under current policy, the Range Improvements Appropriation will not be used for maintenance after FY 1984. In FY 1985, the individual, group, or association deriving the primary benefit(s) from a structural improvement will be responsible for maintaining that improvement. Thus, livestock operators will be responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, will be funded from MLR grazing management funds. This policy allows a greater proportion of the Range Improvements Appropriation to be used for on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The goal of the Range Improvement Program is to improve the condition of the public lands for multiple use by investing in economically and environmentally sound rangeland improvements. This is being accomplished by ensuring that distribution and use of the appropriated funds meets the intent of the law, by analyzing costs and benefits of projects, by directing funds to those improvement projects that will resolve the most serious resource use conflicts, and by encouraging rangeland users and others to participate in rangeland improvement through coordinated and cooperative management.

The grazing fee for the 1985 grazing year is $1.37 per animal unit month (AUM), based on the fee formula established by Congress in Section 6(a) of the Public Rangelands Improvement Act (PRIA). The 1985 fee is estimated to remain at the 1984 level. The fee for the 1986 grazing year is estimated to remain at $1.37 per AUM, unless Congress amends or adjusts the current PRIA formula. PRIA established the current grazing fee formula on a seven-year trial basis for the grazing fee years 1979 through 1985. At the end of the trial period, the Secretaries of the Interior and Agriculture are to report to Congress on their evaluation of the PRIA grazing fee formula, other grazing fee options, and their recommendation on the fee schedule for 1986 and subsequent fee years. That study is currently in the final stages and includes projects to determine the validity of private grazing land lease rates and to compare various fee systems and the values of public versus private grazing lands. The results of this study will be submitted to Congress in March or April, 1985, as required by PRIA.

Projected workload outputs between FY 1984 and 1986 are indicated on the following table:

Workload Measure	FY 1984 Actual	FY 1985 Approp.	FY 1986 Base	FY 1986 Estimate	Increase (+) or Decrease (-)
Projects surveyed and designed (#)	1,300	1,300	1,300	1,300	---
Structural developments					
Water facilities (#)	545	815	815	815	---
Fence (miles)	605	605	605	605	---
Cattleguards installed (#)	100	100	100	100	---
Nonstructural developments					
Land treatments (acres)	45,000	45,000	45,000	45,000	---
Weed control (acres)	18,850	18,850	18,850	18,850	---
Maintenance					
Vegetation treatments (acres)	7,000	---	---	---	---
Developments (#)	1,253	---	---	---	---

Bureau of Land Management

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Range Improvements

		1986 Base		1986 Estimate		Inc. (+) or Dec. (-)	
		FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Object Class							
11.	Personnel compensation:						
11.1	Permanent positions - FTE-P	118	2,650	118	2,650	---	---
11.3	Positions other than permanent 1/	12	292	12	292	---	---
11.5	Other personnel compensation 2/	---	100	---	100	---	---
	Total personnel compensation	130	3,042	130	3,042	---	---
Other Objects							
12.1	Personnel benefits		365		365		---
21.0	Travel and transporation of persons		150		150		---
22.0	Transportation of things		700		700		---
23.2	Communications, utilities, and other rent		40		40		---
25.0	Other services		1,200		1,200		---
25.0	Supplies and materials		2,103		2,103		---
31.0	Equipment		400		400		---
32.0	Lands and structures		2,000		2,000		---
	Total requirements		10,000		10,000		---

1/ FTE-OTP = FTE-T (-) FTE-P
2/ Overtime FTE is not counted against personnel ceilings.

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Amounts Available for Appropriation (in thousands of dollars)

Identification code	1984 actual	1985 estimate	1986 estimate
Unappropriated balance, start of year...	6,926	6,932	6,932
Collections (offsetting receipts)[1]....	18,815	18,815	18,815
Transferred to general fund receipts....	-5,858	-5,858	-5,858
Transferred to payments to States from grazing receipts, etc., public lands outside grazing districts.....	-1,045	-1,045	-1,045
Transferred to payments to States from grazing receipts, etc., public lands within grazing districts.....	-1,667	-1,667	-1,667
Transferred to payments to counties from grazing and mineral leasing receipts from National Grasslands.....	-828	-828	-828
Total available for appropriation.....	16,333	16,339	16,339
Appropriation.....	-9,401	-9,407	-9,407
Unappropriated balance, end of year.....	6,932	6,932	6,932

[1] Includes mineral leasing receipts from National Grasslands.

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

SPECIAL ACQUISITION
FOR LANDS & MINERALS

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code ~~14-5132-0-2-302~~	1984 actual	1985 estimate	1986 estimate
Program by activities			
1. Improvements to public lands.....	10,370	8,000	8,000
2. Farm tenant lands.....	1,676	1,400	1,400
3. Administrative expenses.....	600	600	600
10.00 Total obligations.....	12,646	10,000	10,000
Financing			
21.40 Unobligated balance available, start of year.....	-2,646	---	---
24.40 Unobligated balance available, end of year.....			
39.00 Budget authority.....	10,000	10,000	10,000
Budget authority			
40.00 Appropriation (indefinite, special fund).....	9,401	9,407	9,407
42.00 Transferred from other accounts..	599	593	593
43.00 Appropriation (adjusted).....	10,000	10,000	10,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	12,646	10,000	10,000
72.40 Obligated balance, start of year.	3,736	6,632	6,882
74.40 Obligated balance, end of year...	-6,632	-6,882	-7,132
90.00 Outlays.....	9,750	9,750	9,750
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

SPECIAL ACQUISITION
FOR LANDS & MINERALS

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS (GENERAL ACCOUNT)
Program and Financing (in thousands of dollars)

Identification code 14-1132-0-1-302	1984 actual	1985 estimate	1986 estimate
39.00 Budget authority.....	599	593	593
Budget authority:			
40.00 Appropriation.....	599	593	593
41.00 Transferred to other accounts....	-599	-593	-593
43.00 Appropriation (adjusted).....	---	---	---
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

SPECIAL ACQUISITION
FOR LANDS & MINERALS

Type size: 8 point 22 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS

Object Classification (in thousands of dollars)

Identification code 14-5132-0-2-302	1984 actual	1985 estimate	1986 estimate
Personnel compensation:			
11.1 Full-time permanent	2,650	2,650	2,677
11.3 Other than full-time permanent ..	292	292	295
11.5 Other personnel compensation	100	100	100
11.8 Special personnel compensation ..	---	---	---
11.9 Total personnel compensation	3,042	3,042	3,072
12.1 Personnel benefits: Civilian	365	365	365
21.0 Travel and transportation of persons	150	150	150
22.0 Transportation of things	750	700	700
23.2 Communications, utilities, and other rent.....	40	40	40
25.0 Other services	1,200	1,200	1,200
26.0 Supplies and materials	2,500	2,103	2,103
31.0 Equipment	400	400	370
32.0 Lands and structures	4,199	2,000	2,000
99.9 Total obligations	12,646	10,000	10,000
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

SPECIAL ACQUISITION FOR LANDS & MINERALS

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS
Personnel Summary

Identification code 14-5132-0-2-302	1984 actual	1985 estimate	1986 estimate
Total number of permanent positions	118	118	118
Total compensable workyears:			
Full-time equivalent employment.....	130	130	130
Full-time equivalent of overtime and holiday hours.....	4	4	4
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

SPECIAL ACQUISITION
FOR LANDS & MINERALS

SPECIAL ACQUISITION
FOR LANDS & MINERALS

Appropriation Summary Statement

Appropriation: Special Acquisition of Lands and Minerals

The FY 1986 request continues this account that has been established to account for the issuance and use of monetary credits or bidding rights authorized by Congress for acquisition of non-Federal interests in the Rattlesnake National Recreation Area (NRA) and Wilderness Area and the Cranberry Wilderness Area.

The major activities financed by this appropriation are:

1. Rattlesnake NRA and Wilderness Area. Represents the monetary value of bidding rights accrued from adjustments to the initial bidding rights issued under the authority of P.L. 96-466 as amended by Section 7 of the Lee Metcalf Wilderness and Management Act of 1983. The bidding rights may be used as monetary credits against that portion of bonus payments, rentals or royalty payments paid under the Mineral Leasing Act of 1920 as amended, into the Treasury of the U.S. and retained by the Federal Government on any Federal coal lease won or otherwise held by the holder. The value of unused bidding rights increases at a rate set quarterly by the Secretary of the Treasury, pursuant to Section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). This is permanent authority not requiring current Congressional action.

2. Cranberry Wilderness Area. Represents the estimated value of coal deposits and other mineral interests and rights within and contiguous to the Cranberry Wilderness Area in West Virginia and required to be acquired pursuant to Section 4 of P.L. 97-466. The estimate for this project is $10,000,000 which is included in FY 1985 President's Budget. No budget authority is requested in FY 1986.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Appropriation Language Sheet

Special Acquisition of Lands and Minerals

[For the purchase of non-Federal coal deposits and other mineral interests and rights pursuant to Public Law 97-466, $10,000,000 or the equivalent in monetary credits, to remain available until expended.]

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Justification of Proposed Language Changes

Special Acquisition of Lands and Minerals

Deletion: "For the purchase of non-Federal coal deposits and other mineral interests and rights pursuant to Public Law 97-466, $10,000,000 or the equivalent in monetary credits, to remain available until expended."

No additional authority to purchase or to borrow by the issuance of monetary credits is required for the Cranberry Wilderness Area in West Virginia. The authority relating to the Rattlesnake NRA and Wilderness Area is permanent authority not requiring current Congressional action.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Special Acquisition of Lands and Minerals

(dollar amounts in thousands)

SUMMARY OF BASE ADJUSTMENTS:	FTE-T	Amount	FTE-T	Amount
FY 1985 President's Budget			---	11,300
FY 1986 Base			---	11,300

	1984 Actual		1985 President's Budget		1986 Base		1986 Estimate		Inc.(+)/Dec.(-) from 1985 Pres. Budget		Inc.(+)/Dec(-) over 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activity:												
Rattlesnake NRA and Wilderness.....	--	15,500	--	1,300	--	1,300	--	1,300	--	--	--	--
Cranberry Wilderness Area..	--	--	--	10,000	--	10,000	--	--	--	-10,000	--	-10,000

Justification of Program and Performance

Activity: Special Acquisition for Lands and Minerals

Program Element		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc.(+) Dec.(-) From 1985	Inc.(+) Dec.(-) From Base
Rattlesnake NRA and Wilderness (Permanent Authority to Borrow)	$	1,300	1,300	1,300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

P.L. 97-476
16 U.S.C. 460
11-3

The Rattlesnake Recreation Area and Wilderness Act of 1980. Section 4 of the Act authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.

P.L. 98-140
16 U.S.C. 460
11-3

Section 7 of the Lee Metcalf Wilderness and Management Act of 1983 amended P.L. 96-476 to provide that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of section 35 of the Mineral Leasing Act of 1920, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.

Objective

- To account for the monetary equivalent of bidding rights issued and adjustments to the value of such rights.

Base program

On November 19, 1983, pursuant to the statutory authority cited above, the BLM issued bidding rights equal to $14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness, in the State of Montana.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits of no more than 50 percent of that portion of bonus payments, rentals, or royalty payments paid under the Mineral Lands Leasing Act of 1920, as amended (31 USC 191), into the Treasury of the United States and retained by the Federal Government on any Federal coal lease won or otherwise held by the Montana Power Company, its successors and assigns, with the balance to be paid in cash. The cash is to be applied to the State's 50 percent share of these payments.

To exercise bidding rights, the certificate holder shall notify the appropriate office of the Minerals Management Service (MMS) or the appropriate State Office of the Bureau of Land Management, by submitting a Bidding Rights Use Notice.

The value of bidding rights will increase at a rate set quarterly by the Secretary of the Treasury and published in the Federal Register, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). Interest will be compounded quarterly, and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter.

All rights granted shall continue until fully used, or if not fully used, no later than November 1, 1995, unless the eligibility period is extended. The eligibility period may be extended for the period of time that force majeure has prevented the use of these rights.

Bidding rights may be assigned to any entity in minimum amounts of $100,000.

The FY 1986 amount represents only additional adjustments to unexercised bidding rights at current Treasury rates. It is permanent authority to borrow, requiring no current Congressional action.

Justification of Program and Performance

Activity: Special Acquisition for Lands and Minerals

Program Element		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc.(+) Dec.(-) From 1985	Inc.(+) Dec.(-) From Base
Cranberry Wilderness (Current Authority to Borrow)	$	10,000	10,000	---	-10,000	-10,000
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	---	---	---	-10,000	-10,000
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

P.L. 97-466 Public Law 97-466 established the Cranberry Wilderness Area and requires the acquisition of non-Federal coal deposits and other mineral interests and rights in and contiguous to the area through an outright purchase or through the extension of monetary credits.

Objective

- To account for the issuance and use of monetary credits authorized by Congress for acquisition of non-Federal lands and mineral interests and rights in the Cranberry Wilderness.

Base program

The Base program of $10,000,000 represents the current estimate of the amount needed to purchase, or authority to borrow (in terms of issuing monetary credits of equivalent value) for the purchase of non-Federal coal deposits and other mineral interests and rights within and contiguous to the Cranberry Wilderness Area in the Monongahela National Forest, West Virginia. Acquisition is anticipated to occur in FY 1985.

Public Law 97-466, signed on January 13, 1983 designated certain lands in the Monongahela National Forest in West Virginia as wilderness. Among the lands so designated are approximately 35,600 acres in the Cranberry Wilderness Area. While the surface of this area is owned by the United States and managed by the Forest Service, the rights to underlying minerals for about 86 percent of this area are privately owned. Bituminous coal is the most important mineral resource owned. Some of the coal resource lies in beds of sufficient quantities and thickness to make underground (drift) mining feasible.

Section 4 of P.L. 97-466 directed the Secretary of the Interior in consultation with the Secretary of Agriculture, to acquire (1) all non-federally owned coal deposits and other mineral interests and rights within the boundaries of the Cranberry Wilderness and (2) coal deposits and mineral interests outside the boundaries which are: (A) contiguous to the deposits, mineral interests, and rights referred to in item (1) and owned by the person or entity which owns the deposits, interests, and rights referred to in item (1); or (B) economically accessible only through the exercise of rights held within the wilderness. The Act also provides that the Secretary shall determine the present fair market value of the coal deposits, mineral interests and rights. It further states that: upon voluntary surrender and relinquishment by the owner of all nonfederally owned coal deposits and other mineral interests and rights in the Cranberry Wilderness, the Secretary shall extend to the owner, its successors and assigns, a monetary credit to be used against that portion of payment, bonus payments, rental or royalty payments paid into the Treasury of the United States and retained by the Federal Government on any mineral, oil, or gas lease or other Federal property competitively won or otherwise held by the applicant, its successors, or assigns. The monetary credit may be transferred or sold at any time by the owner to any other party with all the rights of the owner to the credit, and after such transfer, the owner shall notify the Secretary.

In lieu of the monetary credits described above, the Secretary may, at his sole option, purchase the mineral rights referred to above.

The evaluation work should be completed during FY 1984 and a decision made on acquiring the non-Federal rights. Acquisition is anticipated to occur in FY 1985.

Decrease for FY 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	10,000	---	-10,000
(FTE-T)			

Acquisition of the non-Federal rights is expected to occur in FY 1985. No additional funding is required in FY 1986.

Bureau of Land Management

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Special Acquisition of Lands and Minerals

	1986 Base		1986 Estimate		Inc. (+) or Dec. (-)	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Other Objects						
32.0 Lands and structures	---	11,300	---	1,300	---	-10,000
Total requirements	---	11,300	---	1,300	---	-10,000

RECREA. DEV. & OPER.
OF RECREA. FACILITIES

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SPECIAL ACQUISITION OF LANDS AND MINERALS
Program and Financing (in thousands of dollars)

Identification code 14-1117-0-1-302	1984 actual	1985 estimate	1986 estimate
Program by activities:			
1. Rattlesnake NRA and Wilderness Area.	15,500	1,300	1,300
2. Cranberry Wilderness Area	---	10,000	---
10.00 Total obligations (object class 33.0)	15,500	11,300	1,300
Financing:			
39.00 Budget authority	15,500	11,300	1,300
Budget authority:			
Current:			
47.00 Authority to borrow (Public Law 97-466)		10,000	
Permanent:			
67.10 Authority to borrow (Public Law 97-476, as amended)	15,500	1,300	1,300
Relation of obligations to outlay:			
71.00 Obligations incurred, net	15,500	11,300	1,300
90.00 Outlays	15,500	11,300	1,300
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

RECREA. DEV. & OPER.
OF RECREA. FACILITIES

GPO : 1981 O - 341-526 (6500)

RECREA. DEV. & OPER.
OF RECREA. FACILITIES

Appropriation: Recreation Development and Operation of Recreation Facilities

Recreation user fees collected by the Bureau of Land Management (BLM) are presently deposited in the Land and Water Conservation Fund. Proposed changes to appropriation language for the "Operation of the National Park System" account would make these fees available for appropriation to BLM in FY 1987.

A request will be made in FY 1987 to appropriate funds from this account to cover the cost of fee collection, maintenance of certain facilities, and operating requirements.

Type size:
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES
Amounts Available for Appropriation (in thousands of dollars)

Identification code 14-5011-0-2-302	1984 actual	1985 estimate	1986 estimate
Unappropriated balance, start of year..			
Collections (offsetting receipts):			
Recreation fees (proposed legislation)	---	---	600
Total available for appropriation.....	---	---	600
Appropriation	---	---	---
Unappropriated balance, end of year....	---	---	600
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

SERVICE CHARGES, DEPOSITS & FORFEITURES

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES
Program and Financing (in thousands of dollars)

Identification code 14-5011-0-2-302	1984 actual	1985 estimate	1986 estimate
Program by activities:			
10.00 Total obligations	21	21	---
Financing:			
21.40 Unobligated balance available, start of year	-21	-21	---
24.40 Unobligated balance available, end of year.....	---	---	---
39.00 Budget authority	---	---	---
Relation of obligations to outlays:			
71.00 Obligations incurred, net	21	---	---
90.00 Outlays	21	---	---
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

SERVICE CHARGES, DEPOSITS & FORFEITURES

GPO : 1981 O - 341-526 (6500)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES

Object Classification (in thousands of dollars)

Identification code 14-5011-0-2-302	19 84 ~~XXXX~~ est.	19 85 estimate	19 86 estimate
11.5 Personnel compensation: other personnel compensation	---	---	---
25.0 Other services	21	---	---
99.9 Total obligations	21	---	---
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

SERVICE CHARGES, DEPOSITS & FORFEITURES

SERVICE CHARGES,
DEPOSITS & FORFEITURES

Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures

This appropriation finances the BLM's costs of performing specific applicant initiated actions by collecting deposits or service charges from the applicant and making these funds available for use by BLM. The account, as established pursuant to the Federal Land Policy and Management Act (FLPMA) of 1976, provides management with some flexibility to respond to externally-initiated applications and ensures the immediate availability of funds for work such as right-of-way processing. This flexibility and fund availability is particularly important given the unpredictability of the timing and location of right-of-way applications, which by far make up the largest program in this appropriation.

Funds are also expected to be deposited for processing applications and monitoring construction and operations for about 50 major right-of-way projects including the Trans-Alaska pipeline, other oil and gas pipelines, electric and other transmission lines, power plants, and water delivery systems.

Processing costs of all small rights-of-way projects, estimated to cost less than $5,000 to process are provided to this appropriation through a fee schedule. Revised regulations for issuance of R/W's under the authority of FLPMA and the Mineral Leasing Act (MLA) are expected to be issued by FY 1986.

In addition to right-of-way processing, this appropriation also finances certain costs for miscellaneous cost recoverable realty cases, repair of damaged lands, and BLM's Adopt-a-Horse Program.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Service Charges, Deposits, and Forfeitures

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation and damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended. Provided, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under Section 304 of the Act of October 21, 1976, and Sections 101 and 203 of Public Law 93-153 and appropriated under this heading shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this Act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c), may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under Section 304(b) of the Act of October 21, 1976.

(P.L. , making appropriations for the Department of the Interior and related agencies, 198 .)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Service Charges, Deposits, and Forfeitures

1. Insert the following language: "Provided, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under Section 304 of the Act of October 21, 1976, and Sections 101 and 203 of Public Law 93-153 and appropriated under this heading shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c), may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under Section 304(b) of the Act of October 21, 1976."

This new language provision in BLM's Service Charges, Deposits and Forfeitures appropriation responds to a recent Appeals Court ruling on consolidated appeals in Nevada Power Co., et al. v. U.S. (Tenth Circuit, June 16, 1983). The Tenth Circuit ruled that the Secretary of the Interior must consider all factors listed in Section 304 (b) of the Federal Land Policy and Management Act (FLPMA), 43 U.S. 11734(b), in determining whether costs charged to applicants for special benefits are reasonable.

The above language is being requested to clarify the Congressional intent that the Secretary collect the full, actual cost of processing these large scale right-of-way applications without regard to making individual case-by-case determination on the other factors listed in Section 304(b). Except for donated funds, only those funds collected from applicants, and deposited in and appropriated from this account may be expended for the purpose of processing those applications. The language also provides that small applications, which are relatively inexpensive to process and which are subject to a fixed schedule of fees or service charges set by regulation, may be processed using these or other funds available to the BLM including the amount of the fixed fees collected, deposited in and appropriated from this account without regard to maintaining exact project-by-project accounting for each application.

1. Although no specific language change is proposed at this time, the FY 1985 Budget Estimates includes the assumption that authority will be granted to BLM to sell excess wild horses and burros for which there is no adoption demand. Legislation has been introduced in Congress (S. 457 and H.R. 1675) which would grant sale authority. If legislation is enacted, specific appropriation language will be proposed. In the interim, a crosswalk is included to change the activity name, and funds received from sales are included in the appropriation request.

Appropriation Language Citations

Appropriation: Service Charges, Deposits, and Fofeitures

Appropriation language and citations:

1. For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended.

43 U.S.C. 1719(c)
43 U.S.C. 1734(a)
43 U.S.C. 1734(b)
43 U.S.C. 1735(a)
43 U.S.C. 1764(g)
and
P.L. 93-153 Sec. 101
P.L. 93-153 Sec. 203

43 U.S.C. 1719(c) (FLPMA Section 209(b)) provides for conveyance of mineral interests upon payment of Administrative costs and that the "moneys paid . . . . for Administrative costs . . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands . . . ."

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys....shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . .or in contract involving present or potential damange to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended.."

43 U.S.C. 1764(g) (FLPMA Section 504(g)) provides for payment of rental fees as rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way and in inspection and monitoring of construction, operation, and termination of the facility pursuant to the right-of-way.

P.L. 93-153 Sec. 101 and 203 amends section 28 of the Mineral Leasing Act of 1920 and authorizes a Trans-Alaska oil pipeline and provides for reimbursement of costs pursuant to issuance of the right-of-way.

2. "Provided, That pursuant to this act and hereafter, and except with respect to thos applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under Section 304 of the Act of October 21, 1976, and Sections 101 and 203 of Public Law 93-153 and appropriated hereby shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c) of the Act of October 21, 1976 (43 U.S.C. 1737(c)), may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under Section 304(b) of the Act of October 21, 1976:

43 U.S.C. 1734(a) (b)

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands . . . ."

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys. . . .shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1737

43 U.S.C. 1737 (FLPMA Section 307(c)) provides that "the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public lands, including the acquisition of rights-of-way for such purposes . . . .Money received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct, for payment of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost."

3. Provided further, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. é 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. é 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations acts by the Secretary to improve, protect, or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise, or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement.

43U.S.C.1735(a)(c)

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . .or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and appropriated and made available until expended.."

43 U.S.C. 1735(c) (FLPMA Section 305(c)) states that "if any portion of a deposit or amount forfeited under this Act is found by the Secretary to be in excess of the cost of doing the work authorized under this Act, the Secretary, upon application or otherwise, may cause a refund of the amount in excess to be made from applicable funds.

MISCELLANEOUS
PERMANENT APPROPRIATIONS

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

(dollar amounts in thousands)

SUMMARY OF BASE ADJUSTMENTS	FTE-T	Amount	FTE-T	Amount
Appropriation (indefinite), 1985 1/			65	$9,075
Adjustments to base and built-in changes.....			---	---
Rights-of-Way processing	-20	-1,700		
Adopt-A-Horse program	---	-675		
Cost Recoverable Realty Cases	---	+200		
Net Base Charges	-20	-2,175	-20	-2,175
1986 Base budget.....			45	6,900

	1984 Actual		1985 President's 1/ Budget		1986 Base		1986 Estimate 1/		Inc.(+)/Dec.(-) From 1985 Pres. Budget		Inc.(+)/Dec.(- From 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparisonbyactivity:												
Rights-of-Way Processing.....	63	6,500	63	6,500	43	4,800	43	4,800	-20	-1,700	---	---
Adopt-a-Horse Program..	---	1,200	---	1,575	---	900	---	900	---	-675	---	---
Repair of Damaged Lands.....	1	850	1	850	1	850	1	850	---	---	---	---
Cost Recoverable Realty Cases.....	1	150	1	150	1	350	1	350	---	+200	---	---
Total Requirements	65	8,700	65	9,075	45	6,900	45	6,900	-20	-2,175	---	---

1/ Budget authority for this account is an indefinite appropriation; the estimate of the appropriation is based on anticipated receipts from deposits, forfeitures, cost reimbursements, and performance bonds.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Rights-of-Way Processing

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (-) Dec. (-) from Base
Total Requirements	$	6,500	4,800	4,800	-1,700	---
	(FTE-T)	(63)	(43)	(43)	(-20)	(---)

Authorization

43 U.S.C. 1734, 1764 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and deposits to finance the costs of certain right-of-way application and permitting activities.
30 U.S.C. 18 P.L. 93-153	The Trans-Alaska Pipeline Act of 1973 (Section 101) amended the Mineral Leasing Act of 1920 to authorize rights-of-ways for oil, gas, and other fuels. It further authorized the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Right-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.
15 U.S.C. 719 P.L. 92-195	The Alaska Natural Gas Transportation Act of 1976 authorizes the granting of certificates, rights-of-way permits, and leases.
42 U.S.C. 4321 (4331-4335, 4341-4347) P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of this activity are to facilitate production and transportation of domestic energy resources and to expedite the granting of all rights-of-way (R/W's) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable rights-of-way over public lands (as authorized by the Federal Land Policy and Management Act of 1976 and the 1973 amendment to the Mineral Leasing Act of 1920). Financing is obtained from deposits of funds made in advance of Bureau work by applicants and grant holders.

Only those costs incurred as a direct result of the filing of an application or the issuing of a right-of-way grant and which facilitate processing, monitoring or termination of such are charged against the individual project.

MISCELLANEOUS
PERMANENT APPROPRIATION

Base program

The FY 1986 base and estimate funding level for Rights-of-Way Processing is $4,800,000 and 43 FTE-T.

This activity accomplishes the workload associated with granting rights-of-way including preliminary analyses, environmental assessments, appraisals, grant issuance, and compliance monitoring. The FY 1985 program consists of processing the major right-of-way applications (fee schedule category VI) listed below, some of which will cost more than $100,000 to process. Regulations for issuance of R/W's under the authority of FLPMA and MLA are expected to be issued before FY 1986 to put the cost recovery schedule - category I-IV in effect.

Cost Recovery Schedule-Category VI (Major Rights-of-Way) Applications Processed	FY 1984 Actual	FY 1985 Pres. Budget	FY 1986 Estimate	Increase (+) or Decrease (-)
Transmission Lines	20	16	13	-3
Pipelines				
-Oil (includes Trans - Alaska Pipeline Surveillance)	10	7	5	-2
-Gas Alaska Natural Gas Transportation Systems (ANGTS)	6	7	6	-1
Powerplants	4	3	3	---
Coal				
Other (e.g., aerial tramways, slurry lines, wind plants, and reservoirs)	18	15	15	---
Total	58	48	42	-6
Cost Recovery Schedule-Category I-V				
R/W (FLPMA and MLA)	---	1,500	3,020	+3,020

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Adopt-a-Horse Program

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc.(+) Dec.(-) from 1985	Inc.(+) Dec.(-) from Base
Total Activity Requirements	$	1,575	900	900	-675	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 1732, 1734 P.L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes collection of service charges to finance the costs of certain applicant activities.
16 U.S.C. 1331-1340 P.L. 92-195	The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Rangelands Improvement Act (PRIA) of 1978, P.L. 95-514, authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the government.
43 U.S.C. 1901 et seq. P.L. 95-514	The Public Rangelands Improvement Act (PRIA) of 1978 establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

Objectives

The objectives of the Adopt-a-Horse Program are to:

- Provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements;
- Recover the associated transportation, veterinary, and animal maintenance costs from persons adopting the animals; and,
- Sell excess animals for which no adoption demand exists, assuming legislation currently under consideration by Congress is enacted before FY 1986.

Base program

The FY 1986 base and estimate funding level for the Adopt-a-Horse program is $900,000.

BLM charges standard fees for the adoption of wild horses and burros to paritally offset costs of operating the adoption progra,. These fees are deposited into this account, are immediately appropriated, and become available for use by BLM to conduct the program.

Effective March 4, 1983, standard adoption fees paid to BLM by adopters of wild horses and burros were set at $125 per horse and $75 per burro. Adopters must also pay associated transportation costs which average $40 per animal from the preparation facility, usually a BLM-operated corral in the West, to the adoption point.

Emergency Rulemaking was initiated in May 1984 that gives the BLM Director the authority to waive or adjust the adoption fee for those animals not sought for adoption under the existing fee. It is estimated that approximately 2,000 will be adopted under this authority at an average adoption fee of $25, resulting in over $50,000 in fees collected.

At the current adoption fee level, it is estimated that 4,700 horses and 1,200 burros will be adopted by qualified private cooperators in FY 1986, resulting in approximately $900,000 in fees and transportation costs collected.

The use of these funds will partially offset BLM's costs to: transport the excess animals from the capture site to a facility where they are prepared for adoption; provide necessary veterinary treatment and vaccinations; feed and handle the animals prior to adoption; process adoption applications; conduct compliance checks on adopters; process title applications; and contract for the operation of fixed and temporary adoption centers by private contractors.

In the event legislation granting authority to BLM to sell excess wild horses and burros for which there is no adoption demand estimated revenue collected will be revised.

The FY 1986 estimate of $900,000 is derived as follows:

Adoption Revenues:

4,800 horses	@ $165	=	$ 792,000	
1,750 horses	@ $ 25	=	43,750	
900 burros	@ $115	=	103,500	
300 burros	@ 25	=	7,500	
7,750	Subtotal		$ 946,750	rounded
		to	$ 900,000	

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Repair of Damaged Lands

(dollar amounts in thousands)

		FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	850	850	850	---	---
	(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

43 U.S.C. 1735 P.L. 94-579	The FederalLandPolicyandManagementActof1976, (Section 305) authorizes collection for damages, forfeiture of performance bonds, and receipts of deposits to finance the costs of certain land restoration activities.
42 U.S.C. 4321 (4331-4335, 4341-4347) P.L. 91-190	The NationalEnvironmentalPolicyActof1969 requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of this activity are to:

- o Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted; and

- o Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass).

FY 1986 program

FLPMA authorizes the collection of deposits and performance bonds from resource developers, purchasers, or permittees. It further authorizes the use of those funds to perform rehabilitation made necessary by actions of those users. A total of $850,000 is estimated to become available in Fiscal Year 1986 for repair of damaged lands and facilities.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Cost Recoverable Realty Cases

(dollar amounts in thousands)

	FY 1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements					
$	150	350	350	+200	---
(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

43 U.S.C. 1719, 1732, 1745, 1746, P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and permitting deposits to finance the costs of certain application processing activities.

Objective

The objective of this program is to provide a funding mechanism to recover the cost of processing certain types of realty cases as authorized by FLPMA.

FY 1986 program

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions desiring these services deposit money with the Bureau in advance for performance of the specified work. These services are as follows:

Expenses, Conveyance of Federally-Owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under Section 209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program, to determine whether and what kind of mineral deposits are under the land, evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed, and preparing andissuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under Section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the Riparian Specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Correction of Conveyance Documents. Funds received from applicants for correction of conveyance documents under Section 316 of FLPMA are used to cover the administrative costs of determining whether an error exists and the costs involved in issuing the corrected patent or conveyance documents.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under Section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application, monitoring construction, operation, and maintenance of authorized facilities, and monitoring rehabilitation and restoration of the lands.

Bureau of Land Management

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appopriation: Service Charges, Deposits and Forfeitures

		FY 1986 Base		FY 1986 Estimate		Inc. (+) or Dec. (-)	
		FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Object Class							
11.	Personnel compensation:						
11.1	Permanent positions - FTE-P	45	1,310	45	1,310	---	---
11.5	Other personnel compensation 1/	---	30	---	30	---	---
	Total personnel compensation	45	1,340	45	1,340	---	---
Other Objects							
12.1	Personnel benefits		310		310		---
21.0	Travel and transportation of persons		170		170		---
22.0	Transportation of things		370		370		---
24.0	Printing and reproduction		40		40		---
25.0	Other services		3,670		3,670		---
26.0	Supplies and materials		130		130		---
31.0	Equipment		20		20		---
32.0	Lands and structures		850		850		---
	Total requirements		$ 6,900		$ 6,900		---

1/ Overtime FTE is not counted against personnel ceilings.

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code 14-5017-0-2-302	1984 actual	1985 estimate	1986 estimate
Program by activities:			
1. Rights-of-way processing	6,500	6,500	4,800
2. Adopt-a-horse program	1,200	1,575	900
3. Repair of lands and facilities	850	1,000	850
4. Cost recoverable realty cases	150	150	350
10.00 Total obligations	8,700	9,225	6,900
Financing:			
21.40 Unobligated balance available, start of year.....	-3,888	-3,888	-3,738
24.40 Unobligated balance available, end of year.....	3,888	3,738	3,738
40.00 Budget authority (appropriation) (indefinite, special fund)....	8,700	9,075	6,900
Relation of obligations to outlays:			
71.00 Obligations incurred, net	8,700	9,225	6,900
72.40 Obligated balance, start of year.	523	1,023	1,673
74.40 Obligated balance, end of year...	-1,023	-1,673	-2,088
90.00 Outlays	8,200	8,575	6,485
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 361-326 (6500)

MISCELLANEOUS
PERMANENT APPROPRIATIO

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code 14-5017-0-2-302	1984 actual	1985 estimate	1986 estimate
Personnel compensation:			
11.1 Full-time permanent	1,897	1,897	1,310
11.3 Other than full-time permanent...	66	66	0
11.5 Other personnel compensation.....	30	30	30
11.9 Total personnel compensation.....	1,993	1,993	1,340
12.1 Personnel benefits: Civilian....	379	379	310
21.0 Travel and transportation of persons	200	200	170
22.0 Transportation of things.....	450	450	370
23.1 Standard level user charges.....	---	---	---
23.2 Communications, utilities, and other rent.....	---	---	---
24.0 Printing and reproduction.....	50	50	40
25.0 Other services	4,758	5,133	3,670
26.0 Supplies and materials.....	150	150	130
31.0 Equipment.....	20	20	20
32.0 Lands and structures.....	700	850	850
99.9 Total obligations	8,700	9,225	6,900
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code 14-5017-0-2-302	1984 actual	1985 estimate	1986 estimate
Total number of permanent positions.....	67	67	47
Total compensable workyears:			
Full-time equivalent employment.....	65	65	45
Full-time equivalent of overtime and holiday hours.....	1	1	1
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

MISCELLANEOUS
PERMANENT APPROPRIATIO

MISCELLANEOUS
PERMANENT APPROPRIATION

Appropriation Summary Statement

Appropriation: Miscellaneous Permanent Appropriations

The majority of these appropriations provide for sharing receipts that are collected from the sale, lease, or use of public lands and resources with states and counties. BLM distributes these funds in accordance with various laws that specify the percentages to be paid and, in some cases, how the states and counties must use these funds.

Also included is the permanent appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This is normally applicable to roads subject to heavy, continuous use involving several users at a time such as mainline timber access roads in Western Oregon. The funds are permanently appropriated by statute and therefore do not require an annual appropriation.

The following activities are included within the total appropriation:

1. Leasing of grazing lands
2. Payments to Oklahoma, royalties
3. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands
4. Payments to counties, Oregon and California grant lands
5. Payments to states (proceeds of sales)
6. Payments to states from grazing receipts, etc., public land outside grazing districts
7. Payments to states from grazing receipts, etc., public lands within grazing districts
8. Payments to states from grazing receipts, etc., public lands within grazing districts, miscellaneous
9. Payments to counties, National Grasslands
10. Expenses, road maintenance deposits
11. Payments to Nevada from receipts on land sales
12. Payments from proceeds, Sale of Water

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Miscellaneous Permanent Appropriations

SUMMARY OF BASE ADJUSTMENTS:

(dollar amounts in thousands)

	FTE-T	Amount	FTE-T	Amount
Appropriation, 1985	---	---	55	75,730
1986 Base budget	---	---	55	75,730

	1984 Actual		1985 Appropriation Enacted To Date		1986 Base		1986 Estimate 1/		Increase(+) Decrease(-) from 1985 Appropriation		Increase(+) Decrease(-) from 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activities:												
1. Leasing of grazing lands.....	--	--	--	--	--	--	--	--	--	--	--	--
2. Payments to Oklahoma (royalties).....	--	6	--	6	--	6	--	6	--	--	--	--
3. Payments to Coos and Douglas counties, Oregon, Coos Bay Wagon Road grant lands	--	580	--	580	--	580	--	580	--	--	--	--
4. Payments to counties, Oregon and California grant lands.....	--	47,214	--	65,500	--	65,500	--	65,000	--	-500	--	-500
5. Payments to States (proceeds of sales)...	--	263	--	420	--	420	--	140	--	-280	--	-280

1/ Estimates of the appropriation are based, in part, upon anticipated receipts and collections; some may vary from the estimate depending upon actual receipts or collections received.

	1984 Actual		1985 Appropriation Enacted To Date		1986 Base		1986 Estimate 1/		Increase(+) Decrease(-) from 1985 Appropriation		Increase(+) Decrease(-) from 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
6. Payments to States from grazing receipts, etc., public lands outside of grazing districts.....	--	1,083	--	1,045	--	1,045	--	1,045	--	--	--	--
7. Payments to States from grazing receipts etc., public lands within grazing districts.....	--	1,729	--	1,669	--	1,669	--	1,669	--	--	--	--
8. Payments to States from grazing receipts etc., public lands within grazing districts miscellaneous.....	--	8	--	8	--	8	--	8	--	--	--	--
9. Payments to counties, National grasslands..	--	679	--	153 2/	--	153	--	153	--	--	--	--
10. Expenses, road maintenance deposits.	55	5,616	55	5,600	55	5,600	55	5,600	--	--	--	--
11. Payments to Nevada from receipts on land sales.....	--	745	--	750	--	750	--	750	--	--	--	--
12. Payments from proceeds, Sale of Water.....	--	--	--	--	--	--	--	--	--	--	--	--
	55	57,923	55	75,730	55	75,730	55	74,950	--	-780	--	-780

1/ Estimates of the appropriation are based, in part, upon anticipated receipts and collections; some may vary from the estimate depending upon actual receipts or collections received.

2/ The drop in payments to States projected for National Grasslands is the result of a change in reporting receipts. Prior to FY 1985 BLM reported both grazing and mineral leasing receipts from National Grasslands. Beginning in FY 1985 BLM will report only grazing receipts and MMS will report mineral leasing receipts.

Activity: 1. Leasing of Grazing Lands

(dollar amounts in thousands)

	1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements $	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 43 U.S.C. 315m, State, county and privately-owned grazing lands that are intermingled with public grazing lands are managed on a leased basis within the limits of receipts from such arrangements.

Activity: 2. Payments to Oklahoma (royalties)

(dollar amounts in thousands)

	1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements $	6	6	6	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 percent of the Red River oil and gas royalties in lieu of State and local taxes in Kiowa, Comanche and Apache Tribal lands. These funds are to be used for construction and maintenance of public roads and support of public schools. The estimate of $6,000 for FY 1986 is the same as the FY 1985 level.

Activity: 3. Payments to Coos and Douglas Counties, Oregon, for Coos Bay Wagon Road Grant Lands

(dollar amounts in thousands)

	1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements $	580	580	580	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 54 Stat. 753-754, payments in lieu of taxes are made to Coos and Douglas counties out of receipts from the Coos Bay Wagon Road grant lands in Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands. The estimate for FY 1986 is the same as the FY 1985 level.

Activity: 4. Payments to Counties, Oregon and California (O&C) Grant Lands

(dollars in thousands)

		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	65,500	65,500	65,000	-500	-500
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by annual appropriations acts (O&C Grant Land Fund), 50 percent of the receipts of Oregon and California grant land funds are paid to the counties in which the lands are situated, to be used as other county funds.

Decrease for 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	65,500	65,000	-500
(FTE-T)	(---)	(---)	(---)

A decrease in payments to the counties in FY 1986 is anticipated as a result of a slight decrease in timber harvest in early FY 1985.

Activity: 5. Payments to States (proceeds of sales)

(dollars in thousands)

		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	420	420	140	-280	-280
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 31 U.S.C. 711, the States are paid five (5) percent of the net proceeds (4 percent of gross proceeds) from the sale of public land and public land products. These payments are to be used for educational purposes or for construction of public roads and improvements.

Decrease for 1986

(dollars in thousands)

	FY 1986 Base	FY 1986 Estimate	Difference
$	420	140	-280
(FTE-T)	(---)	(---)	(---)

A decrease in payments to States in FY 1986 is anticipated as a result of declining land sale activity in FY 1985.

Activity: 6. Payments to States from grazing receipts, etc., public lands outside grazing districts

(dollars in thousands)

		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	1,045	1,045	1,045	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315i and 315m), the States are paid 50 percent of the grazing fee receipts from public lands outside of organized grazing districts. The estimate for FY 1986 is the same as the FY 1985 level.

Activity: 7. Payments to States from grazing receipts, etc., public lands within grazing districts

(dollars in thousands)

		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	1,669	1,669	1,669	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934, (43 U.S.C. 315b and 315i), the states are paid 12 1/2 percent of grazing fee receipts from lands within organized grazing district boundaries. The estimate for FY 1986 is the same as the FY 1985 level.

Activity: 8. Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous

(dollars in thousands)

		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	8	8	8	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 43 U.S.C. 315, the states are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. The estimate for FY 1986 is the same as the FY 1985 level.

Activity: 9. Payments to counties, National Grasslands

(dollars in thousands)

	1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements $	153	153	153	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 7 U.S.C. 1012, 25 percent of the revenues received from the use of National Grasslands is paid to the counties in which such lands are located. These funds are used for schools and roads. The estimate for FY 1986 is the same as the FY 1985 level.

Activity: 10. Road Maintenance Deposits

(dollars in thousands)

	1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements $	5,600	5,600	5,600	---	---
(FTE-T)	(70)	(55)	(55)	(-15)	(---)

Public Law 94-579, approved October 12, 1976, provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1701 et seq.), excluding $150,000 which is earmarked for administrative expenses.

Activity: 11. Payments to Nevada from receipts on land sales

(dollars in thousands)

	1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements $	750	750	750	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Public Law 96-586 (Burton-Santini Act) of 1980 authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds which are returned to the State are to be used for the State's general education program, and the monies returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities. The estimate for FY 1986 is the same as the FY 1985 level.

Activity: 12. Payments from proceeds, Sale of Water

(dollars in thousands)

	1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements $	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Section 40(d) of the Mineral Leasing Act of 1920 (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on public lands strike water, water wells may be developed by the Department from the proceeds from sale of water from existing wells.

BUREAU OF LAND MANAGEMENT

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

	1986 Base		1986 Estimate		Inc.(+) or Dec.(-)	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Object Class						
11. Personnel compensation:						
11.1 Permanent positions FTE-P	55	1,600	55	1,600	---	---
Total personnel compensation	55	1,600	55	1,600	---	---
Other Objects						
12.1 Personnel benefits		200		200		---
25.0 Other services.....		3,800		3,800		---
41.0 Grants, subsidies, and contributions		70,130		69,350		-780
Total requirements.....		75,730		74,950		-780

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	1984 actual	1985 estimate	1986 estimate
Program by activities:			
1. Leasing of grazing lands.....	---	---	---
2. Payments to Oklahoma (royalties)...	6	6	6
3. Payments Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	580	580	580
4. Payments to counties, Oregon and California grant lands.....	47,214	65,500	65,000
5. Payments to States (proceeds of sales).....	263	420	140
6. Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,083	1,045	1,045
7. Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,729	1,669	1,669
8. Payments to States from grazing receipts, etc., public lands within districts, miscellaneous..	8	8	8
9. Payments to States from receipts under Mineral Leasing Act.....	---	---	---
10. Payments to counties, national grasslands.....	679	153	153
11. Expenses, road maintenance deposits	5,616	5,600	5,600
12. Payments to Nevada from receipts on land sales.....	745	750	750
13. Payments from proceeds, sale of water.....	---	---	---
10.00 Total obligations	57,923	75,730	74,951
Financing:			
21.40 Unobligated balance available, start of year.....	-4,315	-4,315	-4,315
24.40 Unobligated balance available, end of year.....	4,315	4,315	4,315
60.00 Budget authority (appropriation) (permanent, indefinite, special fund).....	57,923	75,730	74,951
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

Type size: 8 point 22 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	1984 actual	1985 estimate	1986 estimate
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	57,923	75,730	74,951
72.40 Obligated balance, start of year.	5,147	5,347	5,547
74.40 Obligated balance, end of year...	-5,347	-5,547	-5,747
90.00 Outlays	57,723	75,530	74,751
Distribution of budget authority by account:			
Leasing of grazing lands (receipt limitations).....	1	---	---
Payments to Oklahoma (royalties).....	6	6	6
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	580	580	580
Payments to counties, Oregon and California grant lands.....	47,214	65,500	65,000
Payments to States (proceeds of sales) (receipt limitations).....	263	420	140
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,083	1,045	1,045
Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,729	1,669	1,669
Payments to States from grazing receipts, public lands within grazing districts, miscellaneous.....	8	8	8
Payments to States from receipts under Mineral Leasing Act.....	---	---	---
Payments to counties, national grasslands	679	153	153
Expenses, road maintenance deposits.....	5,616	5,600	5,600
Payments to Nevada from receipts on land sales.....	745	750	750
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

Type size:
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STANDARD FORM 300
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	1984 actual	1985 estimate	1986 estimate
Distribution of outlays by account:			
Payments to Oklahoma (royalties).....	6	6	6
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	580	580	580
Payments to counties, Oregon and California grant lands.....	47,214	65,500	65,000
Payments to States (proceeds of sales) (receipt limitation).....	263	420	140
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,083	1,045	1,045
Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,729	1,669	1,669
Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous....	8	8	8
Payments to States from receipts under Mineral Leasing Act.....	---	---	---
Payments to counties, national grass-lands.....	679	153	153
Expenses, road maintenance deposits...	5,416	5,400	5,400
Payments to Nevada from receipts on land sales.....	745	750	750
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

TRUST FUNDS

MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code 14-9921-0-2-999	1984 actual	1985 estimate	1986 estimate
Personnel compensation:			
11.1 Full-time permanent.....	1,600	1,600	1,600
12.1 Personnel benefits: Civilian.....	200	200	200
25.0 Other services.....	3,816	3,800	3,800
32.0 Lands and structures.....	---	---	---
41.0 Grants, subsidies, and contributions	52,307	70,130	69,351
99.9 Total obligations	57,923	75,730	74,951
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (65900)

Type size:
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code 14-9921-0-2-999	1984 actual	1985 estimate	1986 estimate
Total number of permanent positions.....	50	50	50
Total compensable workyears:			
Full-time equivalent employment.....	70	55	55
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(005G) 95-1-36 - 0 1981 : 0-0

TRUST FUNDS

Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds

This account includes two indefinite trust fund appropriations as follows:

Land and Resource Management Trust Fund - Monies in this fund are contributed for : 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys, and 3) for public surveys requested by individuals.

Trustee Funds, Alaska Townsites - Monies are derived from the sale of Alaska town lots to non-natives and are available to cover the expenses of the sale and maintenance of townsites.

Within the $700,000 estimate for this account, which is the same estimate as for FY 1985, $600,000 will become available through the permanent, indefinite appropriation authorized by the Taylor Grazing Act (1934). The remaining estimated $100,000 will be made available through a current indefinite appropriation.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(31 U.S.C. 711, 725s; 43 U.S.C. 315h, 315i, 355, 759, 761, 775, 887, 1701, 1719, 1721, 1737; 48 Stat. 1224-36, 74 Stat. 506; Public Law making appropriations for the Department of the Interior and Related Agencies .)

Appropriation Language Citations

Appropriation: Miscellaneous Trust Funds

Appropriation language and citations:

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

43 U.S.C. 1701	43 U.S.C. 775
43 U.S.C. 1719	43 U.S.C. 887
43 U.S.C. 1721	74 Stat. 506
43 U.S.C. 1737	31 U.S.C. 711
43 U.S.C. 315h, 315i	31 U.S.C. 725s
43 U.S.C. 355	48 Stat. 1224-36
43 U.S.C. 759	Public Law
43 U.S.C. 761	

43 U.S.C. 1701 provides for the management, protection and development of public lands.

43 U.S.C. 1719 provides for payment of administrative costs through a trust account for the conveyance of mineral interests.

43 U.S.C. 1721 provides for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737 provides for funds contributed for 1) resource development, protection, and management, 2) conveyance of lands omitted in original surveys, and 3) public surveys requested by individuals to be placed in a trust account and to be available until expended.

43 U.S.C. 315h, 315i provides for the Secretary of the Interior to accept contributions for administration, protection and improvement of grazing lands and that these funds be deposited into the Treasury in a trust fund and permanently appropriates these funds for use by the Secretary.

43 U.S.C. 355, repealed by FLPMA (1976), provided for the sale of town lots to non-Native Alaskans.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriate.

43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C 759 of costs in excess of expenses.

43 U.S.C. 775 provides for costs of management of lands and for surveying federally controlled lands through a trust fund.

43 U.S.C. 887 provides for railroads to pay for surveys within their grants through trust funds.

74 Stat. 506 provides for contributed funds to be used for maintenance of access roads and protection of public lands.

31 U.S.C. 711 creates permanent indefinite appropriation of trust funds for surveys and conveyance of omitted lands.

31 U.S.C. 725 provides for proceeds from sale of Alaska townsite lots to be available for expenses incidental to sale and maintenance of townsites.

48 Stat. 1224-36 provides for payments in advance for public surveys.

Public Law _____, the FY 1985 Appropriations Act for the Department of the Interior and Related Agencies, provides the current appropriation of FLPMA authorized trust funds.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Miscellaneous Trust Funds

(dollar amounts in thousands)

SUMMARY OF BASE ADJUSTMENTS:	FTE-T	Amount	FTE-T	Amount
Appropriation, 1985 (indefinite) 1/.....			19	700
Adjustments to base.....			--	--
1986 Base budget 1/.....			19	700

	1984 Actual		1985 President's 1/ Budget		1986 Base		1986 Estimate 1/		Increase(+) Decrease(-) from 1985 Pres. Budget		Increase(+) Decrease(-) from 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activities:												
1. Land and Resource Management Trust Fund.....	16	699	16	699	16	699	16	699	--	--	--	--
2. Trustee Funds, Alaska Townsites.....	--	1	--	1	--	1	--	1	--	--	--	--
Total Requirements	16	700	16	700	16	700	16	700	--	--	--	--
Current Appropriation (Indefinite)		(100)		(100)		(100)		(100)		(--)		(--)
Permanent Appropriation (Indefinite)		(600)		(600)		(600)		(600)		(--)		(--)

1/ These appropriations are for indefinite amounts, and actual appropriations depend upon the amounts contributed or donated from non-Federal sources to accomplish work authorized to be performed by BLM under these authorities. Actual amounts will vary from estimates.

Justification of Program and Performance

Appropriation: Miscellaneous Trust Funds (Indefinite)
Activities: Land and Resource Management Trust Fund and Trustee Funds, Alaska Townsites

(dollar amounts in thousands)

		1985 Pres. Budget	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Total Requirements	$	700	700	700	---	---
	(FTE-T)	(16)	(16)	(16)	(---)	(---)

Authorization

43 U.S.C. 1719, 1721 P.L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976 provides for the acceptance of money or services for 1) resource development, protection and management, 2) conveyance of omitted lands to States or their political subdivisions, and 3) for public surveys requested by individuals, provided estimated costs are paid prior to project initiation.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for acceptance of contributions for range improvement purposes.
31 U.S.C. 711 43 U.S.C. 1737	The Permanent Appropriations Act of May 30, 1862 and the Federal Land Policy and Management Act of 1976 provide for estimated costs of public survey work, including survey and conveyance costs of omitted lands to be paid in advance by the benefiting party.
43 U.S.C. 355	The Act of March 3, 1891, (Sec. 11) provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA (1976). The Alaska townsite trustee funds authorized by 43 USC 725s provide for survey and deed recordation of town lots occupied prior to FLPMA.

Objectives

- Provide for resource development, protection and management through the utilization of contributions of money and services; and
- Provide public surveys when estimated costs are contributed in advance.

FY 1986 program

LAND AND RESOURCE MANAGEMENT TRUST FUND

The FY 1986 projected funding level is the same as the FY 1985 program estimate ($699,000 and 16 FTE). This program provides for performance of certain cadastral surveys, conservation practices, and administrative actions by the BLM, financed by contributions of money from the recipients of these BLM services. Contributions must be made before the Bureau begins work on the project, and any monies remaining after completion of the project are returned to the contributor. In recent years, contributions for resource development, protection and management have included such diverse projects as range improvements, ORV recreation area maintenance and protection of endangered species. The acceptance of contributions is authorized by Sections 211 (omitted lands) and 307(c) (studies, cooperative agreements, and contributions) of the Federal Land Policy and Management Act (1976). Acceptance of contributions is also authorized by the Taylor Grazing Act (rangeland improvement contributions) and 31 USC 711, 43 USC 759, 760, 761, 775 and 887 (public surveys), and these contributions are permanently appropriated by those Acts.

TRUSTEE FUNDS, ALASKA TOWNSITES

The FY 1986 projected funding level is the same as the FY 1985 estimate ($1,000).

Alaska town lot purchasers pay the cost of survey and deed recordation plus $25. (Native Alaskans are exempt from payment.) The sale of lots was originally authorized by the Act of March 3, 1891 which was repealed by FLPMA. The Comptroller General Opinion of November 18, 1935 and 43 USC 725(s) authorize the trust funds. Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low.

BUREAU OF LAND MANAGEMENT
Summary of Requirements by Object Class
(dollars amounts in thousands)

Appropriation: Miscellaneous Trust Funds

Object Class		1986 Base FTE	1986 Base Amount	1986 Estimate FTE	1986 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel Compensation:						
11.1	Permanent Positions - FTE-P.....	13	324	13	324	---	---
11.3	Positions other than permanent 1/.....	3	47	3	47	---	---
11.5	Other personnel compensation.....	---	29	---	29	---	---
11.8	Special personal services payments....	---	2	---	2	---	---
11.9	Total personnel compensation.....	16	402	16	402	---	---
	Other Objects						
12.1	Personnel benefits.....		51		51		---
21.0	Travel and transportation of persons.		10		10		---
22.0	Transportation of things.....		10		10		---
23.2	Communications, utilities and other rent.....		20		20		---
25.0	Other services.....		30		30		---
26.0	Supplies and materials.....		60		60		---
31.0	Equipment.....		17		17		---
32.0	Lands and structures.....		100		100		---
	Total requirements.....		700		700		---

1/ FTE-OTP = FTE-T (-) FTE-P

Type size: 8 point 22 picas Case 180 Red underscore Case 210

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code 14-9971-0-7-302	1984 actual	1985 estimate	1986 estimate
Program by activities:			
1. Land and resource management trust fund	699	699	699
2. Trustee funds, Alaska townsites	1	1	1
10.00 Total obligations	700	700	700
Financing:			
21.40 Unobligated balance available, start of year	-1,359	-1,359	-1,359
24.40 Unobligated balance available, end of year	1,359	1,359	1,359
39.00 Budget authority	700	700	700
Budget authority:			
Current:			
40.00 Appropriation (indefinite)	100	100	100
Permanent:			
60.00 Appropriation (indefinite)	600	600	600
Relation of obligations to outlays:			
71.00 Obligations incurred, net	700	700	700
72.40 Obligated balance, start of year	258	258	258
74.40 Obligated balance, end of year	-258	-258	-258
90.00 Outlays	700	700	700
Distribution of budget authority by account:			
Land and resource management trust fund	699	699	699
Trustee funds, Alaska townsites	1	1	1
Distribution of outlays by account:			
Land and resource management trust fund	699	699	699
Trustee funds, Alaska townsites	1	1	1
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size:
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

Identification code 14-9971-0-7-302	1984 actual	1985 estimate	1986 estimate
Personnel compensation:			
11.1 Full-time permanent.....	324	324	324
11.3 Other than full-time permanent...	47	47	47
11.5 Other personnel compensation.....	29	29	29
11.8 Special personal services payments	2	2	2
11.9 Total personnel compensation.....	402	402	402
12.1 Personnel benefits: Civilian....	51	51	51
21.0 Travel and transportation of persons.....	10	10	10
22.0 Transportation of things.....	10	10	10
23.2 Communications, utilities, and other rent.....	20	20	20
25.0 Other services.....	30	30	30
26.0 Supplies and materials.....	60	60	60
31.0 Equipment.....	17	17	17
32.0 Lands and structures.....	100	100	100
99.9 Total obligations	700	700	700
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

OTHER

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code 14-9971-0-7-302	1984 actual	1985 estimate	1986 estimate
Total number of permanent positions.....	13	13	13
Total compensable workyears:			
Full-time equivalent employment	16	16	16
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

OTHER

Appropriation: Working Capital Fund

Section 306 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1736) authorized a BLM working capital fund and appropriations of up $3 million for initial capitalization of the fund. For this purpose, $2 million has been made available until expended. The fund is a self-sustaining revolving fund.

The WCF was initiated in June 1978, with an operations and maintenance program for all Bureau-owned vehicles and equipment; and a replacement program for general purpose vehicles and Western Oregon Road Maintenance funding. Since that time, fire vehicles, selected special purpose and construction equipment, aviation management, and cadastral and grazing management stores have been added.

This fund was made available without fiscal year limitation for expenses necessary for furnishing supplies and equipment services and aircraft services in support of Bureau programs. Services and supplies provided by the fund to other BLM activities are charged at rates designed to recover costs, including an income provision for increased future costs of equipment replacement.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Working Capital Fund

Object Class		1986 Base FTE	1986 Base Amount	1986 Estimate FTE	1986 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
	Personnel compensation:						
11.1	Full-time permanent.....	19	373	19	388	---	+15
11.3	Other than full-time permanent.....	---	222	---	227	---	+5
11.5	Other personnel compensation.....	---	5	---	5	---	---
Total personnel compensation:		19	600	19	620	---	+20
	Personnel benefits:						
12.1	Civilian.....	---	75	---	77	---	+2
21.0	Travel and transportation of persons.....	---	37	---	38	---	+1
22.0	Transportation of Things.....	---	79	---	82	---	+3
23.2	Communications utilities and other rents.....	---	25	---	26	---	+1
25.0	Other services.....	---	1,019	---	1,057	---	+38
26.0	Supplies and materials	---	5,987	---	6,226	---	+239
31.0	Equipment	---	4,642	---	3,000	---	-1,642
99.0	Total requirements	---	12,464	---	11,126	---	-1,338

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-37A

WORKING CAPITAL FUND
Revenue and Expense (in thousands of dollars)

Identification code 14-4525-0-4-302	19 84 xxxx est.	19 85 estimate	19 86 estimate
Operating income or loss:			
Revenue.....	13,296	13,500	13,600
Expense.....	-9,830	-10,300	-10,600
Net income for the year.....	3,466	3,200	3,000
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

Type size: 8 point 22 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-32C

WORKING CAPITAL FUND
Program and Financing (in thousands of dollars)

Identification code 14-4525-0-4-302	1984 est.	1985 estimate	1986 estimate
Program by activities:			
Land management related supplies and support:			
Operating costs, funded.....	4,930	5,222	5,526
Capital outlay, funded.....	9,423	4,642	3,000
Unfunded adjustments to total operating costs:			
Total program costs funded.....	14,353	9,864	8,526
Changes in selected resources (Stores).....	2,600	2,600	2,600
10.0001 Total obligations.....	16,953	12,464	11,126
Financing:			
11.0001 Offsetting collections from: Federal funds:			
Revenue.....	-13,296	-13,500	-13,600
Income provision for increased cost of equipment replacement.....	---	---	---
21.4001 Unobligated balance available, start of period.....	-11,095	-7,438	-8,474
24.4001 Unobligated balance end-of period.....	7,438	8,474	10,948
39.0001 Budget authority..... (appropriation)	---	---	---
Relation of obligations to outlays:			
71.0001 Obligations incurred, net....	3,657	-1,036	-2,474
72.4001 Obligated balance, start of period.....	3,042	8,834	5,342
74.4001 Obligated balance, end of period.....	-8,834	-5,342	-3,700
90.0001 Outlays.....	-2,135	2,456	-832
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(Type size: 8 point 22 picas Case 180 Red underscore Case 210)

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-37B

WORKING CAPITAL FUND
Statement of Financial Condition (in thousands of dollars)

Identification code 14-4525-0-4-302	19 84 ~~XXXX~~ est.	19 85 estimate	19 86 estimate
Assets:			
Selected assets:			
Fund balance with Treasury.....	16,676	10,842	9,200
Accounts receivable.....	1,300	1,300	1,300
Stores inventory (net).....	2,600	2,600	2,600
Real property and equipment (net)...	16,000	25,034	29,676
Total assets.....	36,576	39,776	42,776
Liabilities:			
Selected liabilities:			
Accounts payable including accrued liabilities.....	1,000	1,000	1,000
Unfunded liabilities.....	---	---	---
Total liabilities.....	1,000	1,000	1,000
Government equity:			
Selected equities:			
Unexpended balances:			
Unobligated balance.....	7,438	8,474	10,948
Undelivered orders.....	9,134	5,642	4,000
Invested capital.....	19,004	24,660	26,828
Total Government equity.....	35,576	38,776	41,776
Analysis of changes in Government equity:			
Paid-in capital:			
Opening balance.....	23,247	23,504	23,504
Transactions:			
appropriation.....	---	---	---
Donated assets.....	257	---	---
Closing balance.....	23,504	23,504	23,504
Retained income:			
Opening balance.....	8,606	12,072	15,272
Transactions net operating income.....	3,466	3,200	3,000
Closing balance.....	12,072	15,272	18,272
Total Government equity (end of period).....	35,576	38,776	41,776
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size: 8 point 22 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

WORKING CAPITAL FUND

Object Classification (in thousands of dollars)

Identification code 14-4525-0-4-302	19 84 ~~xxxx~~ est.	19 85 estimate	19 86 estimate
Personnel compensation:			
111.101 Full-time permanent.....	361	373	388
111.301 Other than full-time permanent	217	222	228
111.501 Other personnel compensation.	4	5	4
111.901 Total personnel compensation.	582	600	620
Personnel benefits:			
112.101 Civilian.....	73	75	77
121.001 Travel and transportation of persons.....	36	37	38
122.001 Transportation of things.....	76	79	82
123.201 Communications, utilities and other rent	24	25	26
125.001 Other services.....	982	1,019	1,057
126.001 Supplies and materials.....	5,757	5,987	6,226
131.001 Equipment.....	9,423	4,642	3,000
999.901 Total obligations.....	16,953	12,464	11,126
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

WORKING CAPITAL FUND

Personnel Summary

Identification code 14-4525-0-4-302	1984 ~~xxxx~~ est.	1985 estimate	1986 estimate
Direct:			
Total number of full-time permanent positions.....	17	17	17
Total compensable workyears:			
Full-time equivalent employment.....	18	18	18
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Appropriation Language Sheet

ADMINISTRATIVE PROVISIONS

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to $10,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the United States Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities[,] authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed $10,000: *Provided*, That appropriations herein made for the Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": *Provided further*, That appropriations herein made may be expended on a reimbursable basis for surveys of Federal lands of the United States and for protection of lands for the State of Alaska: *Provided further*, That an appeal of any reductions in grazing allotments on public rangelands must be taken within thirty days after receipt of a final grazing allotment decision[or ninety days after the effective date of this Act in the case of reductions ordered during 1979, whichever occurs later]. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within two years after the appeal is filed: *Provided further*, That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau to protect, improve, develop, or manage the public lands; and that within appropriations herein provided, Bureau officials may authorize either direct procurement of or reimbursement for expenses incidental to the effective use of volunteers such as, but not limited to, training, transportation, lodging, subsistence, equipment, and supplies: *Provided further*, That provision for such expenses or services is in accord with volunteer or cooperative agreements made with such individuals, private organizations, educational institutions, or State or local governments: *Provided further*, That subject to valid existing rights, no appropriation herein made shall be used by the Secretary of the Interior for the processing or issuance of prospecting permits in certain lands in the Mark Twain National Forest, Missouri, which comprise approximately 17,562 acres, as generally depicted on a map entitled "Irish Wilderness—Proposed", dated December 1981.

(Public Law 98- , making appropriations for the Department of the Interior and related agencies, 198 .)

REPORT ON OBLIGATIONS FOR INFORMATION TECHNOLOGY SYSTEMS

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

OBLIGATIONS FOR INFORMATION TECHNOLOGY SYSTEMS

	1984	1985	1986
1. Capital Investments ($000)			
A. Purchase of hardware	$4,174	$6,200	$7,250
B. Purchase of software or other equipment	626	850	1,025
C. Site	460	175	350
Subtotal	$5,260	$7,225	$8,625
2. Personnel			
A. Compensation, benefits, and travel ($000)	$14,618	$17,200	$18,500
B. Workyears	510	577	607
Subtotal	$14,618	$17,200	$18,500
3. Equipment rental, space, and other operating costs ($000)			
A. Lease of equipment	$1,718	$1,850	$2,025
B. Space	1,064	1,125	1,225
C. Supplies and other	1,227	1,700	1,825
Subtotal	$4,009	4,675	5,075
4. Commercial service ($000)			
A. ADPE time	$164	$150	$125
B. Leased telecommunications services	3,379	3,650	3,650
C. Operations and maintenance	1,473	1,825	2,025
D. Systems analysis and programming	594	650	675
E. System design and engineering	5	5	50
F. Studies and other	18	75	100
Subtotal	5,633	6,355	6,625

5. Interagency services ($000)			
A. Payments	$5,119	$4,150	$3,825
B. Offsetting collections	$ -135	$ -150	$ -165
Subtotal	$4,984	$4,000	$3,660
6. Inter-agency services* ($000)			
A. Payments	$804	$564	$584
B. Offsetting collections	-	-	-
Subtotal	804	564	584
7. Other services ($000)			
A. Payments	-	-	-
B. Offsetting collections	-	-	-
Subtotal	-	-	-
TOTALS			
Total obligations	$35,308	$40,019	$43,069
Workyears	(510)	(577)	(607)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

NARRATIVE STATEMENT
SUPPLEMENT TO A-11-43-A

FY 1986
Automated Data Processing

Automated Data Processing in the Bureau of Land Management is one aspect of an Integrated Information Resources Management Program. Information resources are managed under the concepts set forth in the final report of the Commission on Federal Paperwork. As an integral part of a total information management approach, ADP resource requirements are dictated by the Bureau's natural resource management mission. Thus, ADP resources, along with the associated information management and remote sensing, are tied to and support all Bureau decision units.

The development and acquisition of ADP capabilities is guided by the BLM Division of Information Resources Management through the Information Resources Management Steering Committee (composed of the BLM Directorate). Under this approach, a carefully structured and controlled process is used to define user requirements, guide systems design and development, implement, operate and maintain automated capability. During the definition of user requirements, decisions are made concerning the application of data processing versus other forms of information management, i.e., manual record systems, microfiche, etc. Accordingly, ADP resources and capabilities are applied only when the mission requirements of the Bureau, as specified by on-the-ground users and managers, dictate the use of ADP technology.

The stored information forms the basis of land management decisions involving resources valued in multi-billions of dollars. In addition, the Bureau has a major public service role in providing information about Federal ownership of lands and minerals, and the quantity and location of Federal resources, to State and local governments and the general public.

A current multi-year effort is underway to develop an Automated Land and Minerals Records System. Requirements of the Federal Land Policy and Management Act (Public Law 94-579), Paperwork Reduction Act of 1980 (P.L. 96-511), other laws and recent court decisions, have expanded BLM's obligation to conduct its operations in accordance with sound land use plans and full public participation in the decision process. Fulfillment of the obligation will be achieved at least cost if the decisionmaker has the benefit of properly applied, modern data handling technology.

In FY 1984 a major effort has been to initiate an ADP/Data Communications Equipment Modernization Project. This will involve an analysis of what BLM's needs are and the best way to satisfy these needs. How to provide better support to end-users in the field is a key consideration. The schedule for this project, including A-76 process, will plan for funds starting in FY 1987 to implement the decisions.

Until comparatively recently, automated data processing capability in BLM has been restricted to administrative systems (i.e., payroll, accounting, billing, etc.). Changes in the past years in legislative mandates have dictated the need to expand the use of ADP capability to the resource management programs. The ADP resources described in Exhibits 43A, and the estimated acquisitions identified on Exhibit 43B, will be directed to three principal areas of activity.

1. Operation and maintenance to existing natural resource and administrative programs, systems and capabilities.

2. Development, testing and implementation of new ADP programs and systems supporting land and mineral records, energy and mineral programs, resource inventory and monitoring, financial management improvement, and other resource program needs.

3. Acquisition and installation of appropriate kinds and sizes of ADP equipment in Bureau field offices, and operation and maintenance of a central site hardware configuration and State Office minicomputers.

In summary, ADP resource requirements are dictated by Bureau mission needs. Data processing is as part of an integrated information resources program. Data processing is managed under a planned approach and decisions concerning the acquisition and use of data processing capabilities are made only with intensive user and management level involvement.

Application of the Five-Year ADP and Telecommunications Acquisition Plan documents the Bureau's intent to acquire the technology necessary to support its land management goals and objectives. This technology significantly improves the efficiency and operation of many information program areas which follow the Department's long-range planning goal.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

NARRATIVE STATEMENT
SUPPLEMENT TO A-11-43A

FY 1985
Telecommunications

Telecommunications in the Bureau of Land Management is one aspect of an integrated Information Resources Management Program. Information Resources are managed under the concepts set forth in the final report of the Commission of Federal Paperwork. As an integral part of a total information management approach, telecommunications requirements are dictated by the Bureau's natural resources management mission. Thus, telecommunications resources, along with the associated information management functions of telecommunications, records and paperwork management and remote sensing, are tied to and support all Bureau programs.

At present, the Bureau has in place a widespread radio communications net supporting all resource management and protection programs. Commercial phone service and the GSA-operated FTS network links Bureau offices to each other and to other governmental units an private individuals. An expanding need for a data communications network is being driven by expanded use of data processing technology. In addition, new technologies in telecommunications are being examined, where practical, are being applied to on-the-ground needs.

Telecommunications is included as a service in decision packages for all BLM activities and programs and is not specifically identified in separate decision packages sets.

Department of the Interior
Bureau of Land Management

Major Information Technology Acquisition Plan

1985-1990
(In Thousands of Dollars)

1. Item: Terminals and Printers

Obligations:	1985	1986	1987	1988	1989	1990
	$216	$253	$105	$123	$99	$99

Description: Provide support to BLM's ongoing resource program.

2. Item: Microcomputers

Obligations:	1985	1986	1987	1988	1989	1990
	$650	$1,100	$1,100	$700	$400	$400

Description: Expand current microcomputing capability to Bureau end-users.

3. Item: General Processing Support

Obligations:	1985	1986	1987	1988	1989	1990
	$500	$1,000	$1,000	$500	$500	$500

Description: As required, additional processing capability for the Bureau's base processing system.

4. Item: Word Processing and Office Automation System

Obligations:	1985	1986	1987	1988	1989	1990
	$500	$500	$250	$250	$250	$250

Description: Wang PC procurred as optional quantities from existing contract.

5. Item: Graphics

Obligations:	1985	1986	1987	1988	1989	1990
	$3,000	$4,000	$1,500	$1,000	$500	$500

Description: Replace old hardware and expand current Geographic Information System (GIS) capability.

6. Item: ADP/Data Communications Equipment Modernization Project

Obligations:	1985	1986	1987	1988	1989	1990
	$200	$7,500	$8,500	$7,000	$8,000	$8,000

Description: Analysis of needs and how to satisfy all Bureau programs that require processing support.

7. Telecommunications equipment purchased

Obligations:	1985	1986	1987	1988	1989	1990
	$300	$300	$360	$432	$259	$259

Description: Bureau telephone systems and radio equipment

8. Telecommunications equipment leased

Obligations:	1985	1986	1987	1988	1989	1990
	$637	$675	$500	$625	$625	$625

Description: Telecommunications (wire) equipment rental

9. Telecommunications leased services

Obligations:	1985	1986	1987	1988	1989	1990
	$7,350	$7,250	$7,250	$7,250	$7,250	$7,250

Description: Leased Telecommunications (wire) services including FTS, facsimile network and electronic mail service.

Research and Development Activities
Department of the Interior
Bureau of Land Management

	Line Code		FY 1984	FY 1985	FY 1986
Conduct of R&D by Activity					
Basic Research	101	Budget Authority	-0-	-0-	-0-
		Obligations	-0-	-0-	-0-
		Outlays	-0-	-0-	-0-
Applied Research	102	Budget Authority	2.0	1.7	1.7
		Obligations	2.0	1.7	1.7
		Outlays	2.0	1.7	1.7
Development	103	Budget Authority	2.0	1.7	1.0
		Obligations	2.0	1.7	1.0
		Outlays	2.0	1.7	1.0
Total Conduct of Research & Dev.	199	Budget Authority	4.0	3.4	2.7
		Obligations	4.0	3.4	2.7
		Outlays	4.0	3.4	2.7
Conduct of R&D Performed by Colleges & Univ.	201	Budget Authority	.4	.5	.4
		Obligations	.4	.5	.4
		Outlays	.4	.5	.4
R&D Facilities	301	Budget Authority	-0-	-0-	-0-
		Obligations	-0-	-0-	-0-
		Outlays	-0-	-0-	-0-

U.S. Department of the Interior
Bureau of Land Management

Research and Development Activities as Reflected in FY 1986 Budget

The Bureau Research and Development Program consists mainly of cooperative research projects entered into with established institutions, primarily Federal Research Agencies and Universities. The R&D activities are financed by programming allocations from line item activities.

Areas of investigation include hydrologic modelling of drainage systems, techniques for conserving and improving watersheds and methods for improving production of timber, range forage and wildlife. Wildlife habitat requirements, and habitat protection and improvement methods are also areas of active investigation.

Rangeland Resources continues to support those research projects involving livestock grazing systems and impacts of livestock on vegetation, soil erosion, and wildlife. Wildlife Resources has continued to support a major effort on Snake River Birds of Prey while increasing emphasis on technology transfer of results obtained during earlier years.

Although the wildfire detection and control program is being continued, adjustments in budget allocations have resulted in delaying projects totalling $1.6 million from FY 1984 to FY 1985. However, the development of an initial fire attack management system has already enabled the Bureau to reduce fire control expenditures. Upon scheduled completion of this project in 1986, a significant reduction in the overall cost of wildfire control should be possible.

Emphasis continues to be placed on the development of ADP systems specifically designed to improve the Bureau's management capability. Approximately $400,000 per year will be spent on projects to enable the Bureau to make better use of remote sensing and to upgrade related technology and procedures.

Items of Special Interest

The BLM also participates in the Forestry Intensified Research Program (FIR). The objectives of this program are to develop improved reforestation methods and to develop the technology to improve the quality of timber stands. Other participants in the program are the Forest Service, the Oregon State Forestry Department and various industrial and private landowners. The program was initiated in 1978 to address reforestation problems that were being encountered in southern Oregon. More than 100,000 acres of timbered O&C lands have been removed from the allowable cut base because of anticipated reforestation problems. These lands can be restored to the base if successful reforestation techniques are developed. The proposed budget includes $1.3 million for FIR in 1985.

Science Themes

Acid Rain and Air Quality

The Bureau of Land Management, in cooperation with the Forest Service, is developing a topographic air pollution analysis system to address interactive air resource impacts through a computer model. The model will be capable of addressing environmental impacts of smoke management including features of acid rain. The system will be functional in mountainous terrain through the use of complex elevation plotting routines. In addition, the Bureau is a participant in the quantification of acid rain through its support of eleven gauges located on the public lands as a part of the national acid rain monitoring network.

DEPARTMENT OF THE INTERIOR

Bureau: Bureau of Land Management
Budget Activity: Research and Development
FY 1986 Budget

Science Initiatives
($ 000)
Budget Authority

Title	FY 1984 Actual	FY 1985 Budget	FY 1985 House/ Senate PL *	FY 1986 Recommendation	FY 1987 Estimate	FY 1988 Estimate	FY 1989 Estimate
Acid Rain and Air Quality	400	400	400	400	425	450	475

BLM-394

Narrative

The Bureau of Land Management, in cooperation with the Forest Service, is developing a topographic air pollution analysis system to address interactive air resource impacts through a computer model. The model will be capable of addressing environmental impacts of smoke management including features of acid rain. The system will be functional in mountainous terrain through the use of complex elevation plotting routines. In addition, the Bureau is a participant in the quantification of acid rain through its support of eleven gauges located on the public lands as a part of the national acid rain monitoring network.

* 42 U.S.C. 7401-7642
P.L. 95-95

The Clean Air Act of 1977, as amended, requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSOLIDATED SCHEDULE OF PERMANENT POSITIONS
DETAIL OF PERMANENT POSITIONS

	84	85	86
Executive Level V	1	1	1
Subtotal	1	1	1
ES-05	2	2	2
ES-04	15	15	15
ES-03	4	4	4
ES-02	2	2	2
ES-01	1	1	1
Subtotal	24	24	24
GS/GM-15	95	87	87
GS/GM-14	235	234	230
GS/GM-13	575	570	563
GS-12	1,260	1,257	1,238
GS-11	2,053	2,043	1,994
GS-10	70	70	69
GS-09	1,610	1,600	1,600
GS-08	200	200	200
GS-07	635	635	635
GS-06	480	480	480
GS-05	860	860	860
GS-04	610	610	610
GS-03	205	205	205
GS-02	20	20	20
Subtotal	8,908	8,876	8,791
Ungraded	520	525	525
Total permanent positions	9,453	9,426	9,341
Unfilled positions, end of year	-538	-535	-535
Total permanent employment end of year	8,915	8,891	8,806

DEPARTMENT OF THE INTERIOR
RENTAL PAYMENTS TO GSA
(Bureau of Land Management)

	1984 actual	1985 estimate	1986 estimate
A. Space Occupied: (square feet in millions):			
Space Occupied as of March 15, 1984			
Office Space	1.4	1.5	1.6
Other	2.4	2.5	3.1
Total Base Space	3.8	4.0	4.7
Workspace Management Reform Program			
Expansion (Planned in CY; Estimate in BY)			
Office Space	.05	.3	---
Other	.13	.9	---
Total Expansion	.18	1.2	---
Reduction (Planned in CY; Estimate in BY)			
Office Space	--	-.2	--
Other	--	-.3	--
Total Reduction	--	-.5	--
Total Space Required			
Office Space	1.5	1.6	1.6
Other	2.5	3.1	3.1
Total Space Required	4.0	4.7	4.7
B. Rental Payments:			
Standard Level User Charge (SLUC): (in thousands of dollars)			
Office Space Cost	$16,365	$18,142	$19,689
Other Space Cost	4,477	4,841	6,305
Total Base Cost	$20,842	$22,983	$25,994
Office Expansion	292	2,481	0
Total Expansion	450	3,507	0
Office Reduction	0	-1,342	0
Total Reduction	0	-1,611	0
Total SLUC (object class 23.1)	$21,292	$24,879	$25,994
Rental Payments for Extra Services Total (object class 25.0)	---	---	---
Cost per square foot of office space for standard level of services	$11.10	$12.05	$12.31
C. Personnel Housed in GSA Controlled Space:			
Total FTE Employment:	9,113	9,097	9,101
Cyclical Requirements	390	389	389
Non Federal Employees	---	---	---
Subtotal			
Bureau Total	9,503	9,486	9,490

HIGH ALTITUDE PHOTOGRAPHY AND BASE MAPPING

The Bureau of Land Management obtains high altitude photography data and prepares base maps that are necessary to the operation of many of the Bureau's minerals and resource management programs covering BLM managed lands. The funding support for the high altitude photography and base mapping efforts is provided by each of the Bureau's budget subactivities and program elements in line with their needs for and use of base maps. The following table shows the proposed funding support to be provided to high altitude photography and base mapping from each subactivity and program element for FY 1986.

HIGH ALTITUDE PHOTOGRAPHY AND BASE MAPPING SUPPORT

Appropriation/Activity/Subactivity/Element	FY 1986 funding (in dollars)
MANAGEMENT OF LANDS AND RESOURCES	
Onshore Energy & Minerals Management	
Fluid Energy Minerals	
Oil and Gas Leasing.....	190,000
Geothermal Leasing.....	14,000
Subtotal, Fluid Energy Min....	204,000
Solid Energy Minerals	
Coal Leasing.....	79,000
Oil Shale/Tar Sands Leasing.....	12,000
Subtotal, Solid Energy Min....	91,000
Non-energy Minerals	
Mineral Materials Sales.....	11,000
Mining Law Administration.....	35,000
Mineral Leasing.....	18,000
Uranium Operations.....	3,000
Subtotal, Non-energy Minerals.	67,000
Lands and Realty Management	
Realty Operations	
Rights-of-Way.....	20,000
Lower 48 Lands Program.....	127,000
Subtotal, Realty Operations...	147,000
Withdrawal Processing & Review....	18,000
Renewable Resources Management	
Forest Management	
Forest Management (PD).....	23,000
Forest Management (Western OR)..	4,000
Subtotal, Forest Management...	27,000

Range Management	
Wild Horse & Burro Management...	22,000
Grazing Management.....	126,000
Subtotal, Range Management....	148,000
	=======
Soil, Water, and Air Management	
Soil, Water, and Air Mgmt.....	57,000
	=======
Wildlife Habitat Management.....	51,000
	=======
Recreation Management	
Cultural Resources Management...	18,000
Wilderness Management.....	28,000
Recreation Resources Mgmt.....	25,000
Subtotal, Recreation Mgmt.....	71,000
	=======
Fire Management.....	33,000
	=======
Planning and Data Management	
Planning.....	37,000
	=======
Cadastral Survey	
Other States.....	135,000
	=======
Technical Services	
Resource Protection.....	11,000
Maintenance & Engineering Services	
Recreation Maintenance.....	16,000
Transportation Maintenance.....	11,000
Subtotal, Technical Services..	38,000
	=======

TOTAL, MLR.....	1,124,000
Access.....	4,800
TOTAL, CONSTRUCTION AND ACCESS	4,800
OREGON & CALIFORNIA GRANT LANDS	
Renewable Resource Management.....	177,000
Total, Oregon & Calif.....	177,000
TOTAL, High Altitude Photography and Base Mapping	$1,349,000

Justification of Program and Performance

Activity: Firefighting and Rehabilitation

(dollar amounts in thousands)

Subactivities		1985 Presently Available	1985 Revised Estimate	1985 Proposed Supplemental 2/
Firefighting and Presuppression	$	4,150	52,540	48,270
	(FTE-T)	(956)	(956)	(---)
Rehabilitation	$	600	2,330	1,730
	(FTE-T)	(20)	(20)	(---)
Total Requirements	$	4,750	54,750	50,000
	(FTE-T)	(976) 1/	(976)	(---)

Authorization

43 U.S.C. 1731 P.L. 94-579	Federal Land Policy and Management Act of 1976
16 U.S.C. 594 P.L. 76-315	Timber Protection Act of 1922
42 U.S.C. 1856	Reciprocal Fire Protection Agreement Act of 1955
P.L. 98-146	Section 102 of the General Provisions, Department of the Interior and Related Agencies Appropriation Act for FY 1984
P.L.	Section 102 of the General Provisions, Department of the Interior and Related Agencies Appropriation Act for FY 1985

1/ These FTE/T are included in the overall BLM appropriation totals to account for all FTE-T's available to the Bureau; however, funding for their salaries and expenses is anticipated to be provided through funds borrowed from other Interior Appropriations pursuant to Section 102 of the General Provisions of P.L.

2/ Amounts correspond to use of funds in FY 1984, but the entire amount being requested will be repaid to the accounts from which funds were borrowed in FY 1984.

Objective

The objective of this program is to implement necessary fire organization preparation and presuppression activities during the fire season, to suppress range and forest fires starting on or threatening the public lands, and to rehabilitate burned areas on an emergency basis to reduce resource and economic losses.

Firefighting and Presuppression:

Because of the unpredictable and emergency nature of wildfire suppression work, under the authority provided by Section 102 of the General Provisions of the annual Interior Department Appropriation Acts, the Bureau engages in fire preparedness and fire suppression efforts each year and seeks a supplemental appropriation to cover the actual costs of these requirements.

During FY 1984, the Bureau was involved in suppression of fires that consumed acres. Through use of funds in the Fire Management subactivity in the regular MLR appropriation, the Bureau strives to reduce overall fire suppression costs by providing a permanent base fire organization and by expanding public education and awareness aimed at reducing the number of person-caused fires and increasing public participation in detecting and reporting fires. In addition, the Automatic Lightning Detection System (ALDS) enables BLM to reduce initial attack times on fires by prepositioning suppression forces in the areas where lightning strikes occur; and this reduces the amount of acreage burned and the resulting costs.

Actual FY 1984 BLM obligations for firefighting and presuppression were The FY 1984 Interior Appropriations Act (P.L. included the normal token appropriation of $4,150,000 for this purpose. Under the authority of Section 102, the Secretary transferred from various other no-year appropriations in the Department of the Interior and directed the Bureau to absorb the remaining within the Management of Lands and Resources (MLR) appropriation.

Emergency Rehabilitation:

When vegetative cover is removed by wildfire, immediate rehabilitation action is required to prevent both the loss of thousands of cubic yards of soil by water or wind-caused erosion and the permanent impairment of site productivity. Rapidly growing and sometimes improved species of vegetation along with water control structures, such as brush dams or ditches, are immediately established in these areas to reduce further resource losses. With Appropriation Committee approval, amounts necessary for such emergency rehabilitation in excess of the current appropriation are obligated each fiscal year. In FY 1984, obligations for fire rehabilitation totaled The FY 1984 Appropriations Act (P.L. provided the normal token appropriation of $600,000 for fire rehabilitation. The remaining obligations were financed under Section 102 authority by borrowing from other no-year appropriations in the Department of the Interior.

Upon enactment of the FY 1984 supplemental appropriations, these accounts will be repaid in the above amounts by transfer under the Secretary's authority.

The FY 1985 fire presuppression, suppression, and rehabilition costs will depend upon the severity of the 1985 fire season. Consequently, funds to cover the actual costs required will again be borrowed from other available no-year appropriation accounts as necessary under the authority of Section 102 of the FY 1985 Interior Appropriations Act (P.L. .

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